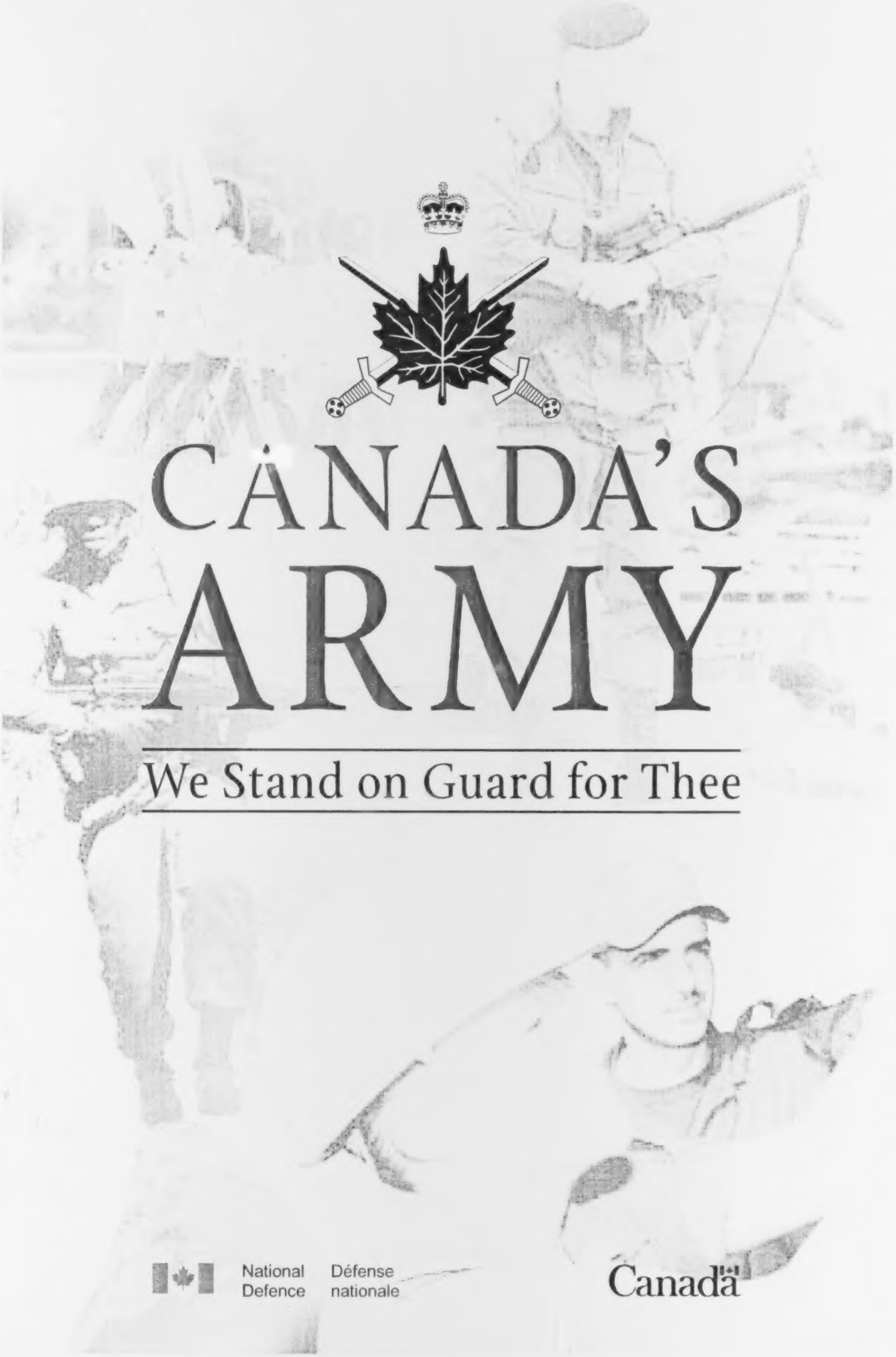

CANADA'S ARMY

We Stand on Guard for Thee

National Defence
Défense nationale

Canada

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CANADA'S ARMY

We Stand on Guard for Thee

PREFACE

The purpose of this manual is three-fold. First, it describes Canada's army in all of its aspects. These include its origins, history, and contribution to building and defending the nation; the vital role it plays in serving Canadian interests at home and around the world; its understanding of conflict and approach to operations; and how it will continue to serve Canada into the 21st Century. Second, it shows that the army is a unique social institution which reflects Canadian values and character within the framework of military professionalism and the requirements for warfighting. Finally, and most importantly, *Canada's Army* establishes the doctrinal foundation for the professional competency of all ranks in the army, and serves as the basic source document for all instruction and training leading to that end.

The doctrine contained in this manual is applicable to all ranks, from the private soldier through to general officers, Regular and Reserve alike. It is to be especially studied and applied by those given the honour and privilege of commanding Canadian soldiers. This is because it sets forth the requirements of military professionalism, and establishes the high standards of service and performance expected of every member of the army, especially leaders. The manual also articulates the Canadian "way of war" centred on leadership by example, disciplined initiative, sound doctrine and training, and a strong bond between leaders and followers. Fundamental to this way of war is the army's ethos founded on Duty, Integrity, Discipline, and Honour. This ethos or moral code places serious personal obligations upon all ranks. It is to be practised and adhered to under every condition and circumstance. As such, the ethos forms the bedrock of the army's preparedness in peace and is key to its effectiveness in war and operations other than war.

There is one underlying theme throughout *Canada's Army*: that Canada's soldiers, as military professionals, play an indispensable role in guarding and promoting national well-being. To this end, the army carries out training and conducts operations in support of sovereignty and territorial defence; is on call to Canadians in times of emergency and civil disaster; contributes to international stability through involvement in peace support operations around the world; and operates with other elements of the Canadian Forces and the armed forces of allies to deter aggression and, when directed, to restore the peace where it has been broken. Comprising citizen volunteers from every province and territory, and operating as a bilingual force with unity of purpose and effort, the army constitutes national beliefs and ideals in action. Its service in the cause of peace and its sacrifices and achievements in war have helped acquire for Canada a respected place in the community of nations. For these reasons ordinary Canadians, with or without military experience, are encouraged to read this manual. They will see that their army proudly reflects the best of themselves, serving not only the needs of the nation, but helping Canadians make a difference in the world.

A Mari Usque Ad Mare.

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Chapter One

SERVING CANADA IN PEACE AND WAR

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SERVING CANADA IN PEACE AND WAR

In no battle did the Corps ever fail to take its objective; nor did it lose an inch of ground, once that battle was consolidated; and in the 51 months that it had been in the field the Canadian Corps had never lost a single gun. I think one cannot be accused of immodesty in claiming that the record is somewhat unique in the history of the world's campaigns.

– General Sir Arthur Currie

THE ARMY'S PURPOSE

Introduction. Canada's army is the land element of the unified Canadian Forces (CF). Made up of Regular and Reserve (Militia) components, the army's primary purpose is to defend the nation and, when called upon, to fight and win in war. The army fulfils this function when it maintains a military deterrence capability which is credible and visible during peacetime, and by being able to undertake combat operations if deterrence fails. Although the sea and air elements of the Canadian Forces have a similar role and are equally vital for national defence, the army alone possesses the capability to seize and hold ground, dominate terrain, and physically protect land-based resources and people. As such, it is a strategic and decisive element of national power. At the same time, the army's members constitute a unique subset of Canadian society. Although governed by the imperatives of military professionalism, being citizen volunteers they are, and must remain, reflective of the fundamental values of Canadian society.

It is within the context of reflecting and defending those values that the army serves the nation and fulfils its purpose.

Defending Canada. Geographically, Canada is the world's second largest country, with a relatively small population of 30 million concentrated mostly in its southern parts and along a 5 000 kilometre border with the United States. Consequently, its defence and security requirements are governed by these circumstances. These requirements call for Canada to possess sufficient military capability to respond to threats to national security; protect and project sovereignty over all of Canada's vast land mass and maritime areas; maintain freedom of action in international affairs; and fulfil collective security obligations to allies and as a member of the United Nations. The army has particular responsibilities in all of these areas, contributing to Canada's defence and security in the following direct and indirect ways:

- Conducting operations alone or jointly with the navy and air force and, when directed, with the armed forces of other nations, to deter and contain aggression against Canada and Canada's allies. This entails designating army units and formations for specific missions and tasks (see Chapter 3).
- Asserting Canadian sovereignty in remote regions of the country by displaying a visible military presence in the form of training and support to the Canadian Rangers, and by the frequent conduct of unit and subunit exercises in these regions.
- Ensuring the maintenance of public order and safety in Canada and the continuance of legally constituted government when acting in Aid of the Civil Power. This is the last recourse of Government when other public services and institutions become unable to fulfil these functions.

Promoting Canadian Interests. In addition to defending the nation, the army further promotes and protects Canada's foreign and domestic policy interests. These include contributing to international efforts aimed at enhancing global peace and security, as well as undertaking activities that are of direct benefit to Canadians. The army promotes these interests by:

- Providing individuals and units for peace support operations, arms control verification, disaster relief, and other activities which contribute to the prevention of global conflict, the resolution of disputes, and the lessening of human suffering.
- Giving the Government of Canada policy-making flexibility by permitting it a wide range of options and responses in times of crisis. This includes the ability to project a resolute and authoritative presence to influence or resolve situations. Without this capability, Canada's ability to function effectively as a sovereign state could be impaired.
- In Canada, assisting civil authorities, when so directed, in law enforcement tasks, search and rescue, disaster control, and provision of logistical support to major events and undertakings.
- Offering Canadian youth an opportunity to serve their country in a challenging and rewarding manner as either Regular or Reserve soldiers. Service in the army helps instil pride of citizenship and self discipline, and provides valuable leadership, technical, and life skills that not only benefit individuals, but Canadian society in general.
- Enhancing and promoting Canadian unity, identity and pride. The army fully represents Canada's bilingual character, being composed of English, French and bilingual language units, and operates and trains as a bilingual force. At the same time, Canadian soldiers come from every province and territory and reflect a host of cultural backgrounds, but all serve with one purpose and within one Canadian army. These attributes, coupled with the army's record of service in peace and war, make it a national institution in which all Canadians can take pride.
- Contributing to the nation's technological and economic base through equipment development projects and technical cooperative ventures with Canadian industry. In addition, economic and financial benefits are generated by the

presence of army units and bases across Canada and by the purchase from Canadian companies of matériel and services to meet the army's operational and training requirements.

Summary. The army exists first and foremost to defend Canada and protect vital national interests. It does this by maintaining and contributing to a deterrence capability based on force of arms as provided for and directed by the Government of Canada. It further contributes to international peace and security by providing forces for collective defence and contributing to international peacekeeping and other peace support operations. Within Canada, the army serves the nation in a variety of ways, including promoting national unity and well-being, and fulfilling a number of domestic functions. Central to the army's purpose and role is its capability to apply force across the spectrum of conflict and continuum of operations (see Chapter 4). It is this capability which provides security to Canadians and, ultimately, upholds Canada's constitutional imperatives of Peace, Order and Good Government.

HISTORY AND EVOLUTION — A TRADITION OF SERVICE

The new subjects could send into the field about 18 000 men ... above one half with as much valour, and more zeal, and more military knowledge for America, than the regular troops of France.

– Sir Guy Carleton, *Report on the Canadian Militia*

Introduction. It has often been said that Canadians are an "unmilitary people." Indeed, Canadians are generally unconcerned with military affairs except in those times when they have been directly threatened or felt compelled to fight in defence of their own freedom or that of others. However, even a cursory study of our history reveals it to be a vivid tapestry interwoven with military strands. These strands begin in the distant past with the warrior traditions of Canada's aboriginal peoples, continue through the period of European settlement, and mark our evolution from dependent colony to self-governing nation. They are especially evident in Canada's military efforts during the First and Second World Wars. Today, these strands can be seen in the various activities undertaken by the army at home, and in its service in the cause of peace around the world.

The First Nations. The *Concise Oxford Dictionary* defines "army" as an "organized force for fighting on land." In this sense, there have always been armies on Canadian soil. The First Nations, up until the first part of the 19th Century, possessed fighting organizations and individual warriors of the first order who were courted as allies by both the French and English in their struggle for North America. The military prowess of the Iroquois proved particularly vital to the British, especially in 1775–76 when the Mohawks and other Six Nations tribes under Chief Joseph Brant (Thayendanegea) disrupted American operations along the St. Lawrence and in upper New York. Later, in the War of 1812, the substantial native contribution under Tecumseh and other allied chiefs proved critical for the defence of Upper Canada. Indeed, Tecumseh's ability to inspire, and his personal courage, place him among Brock and de Salaberry as one of the war's outstanding leaders. This commitment to Canada's defence by her First Nations and *Métis* peoples has endured through both World Wars and the Korean conflict. It is reflected today in native participation in the Canadian Rangers and service throughout the army.

The French and the English. The genesis of an institutional army in Canada lies with European settlement in the 17th and 18th centuries. From the earliest days of New France there existed a compulsory militia organized into parish companies for local defence and which provided detachments for extended service and augmentation to regular units. The cornerstones of the colony's defence, however, were French regular forces — including the *Compagnies franches de la Marine* whose officers were *Canadiens* — and a system of forts and garrisons which extended in a great arc from Cape Breton in the east to the headwaters of the Mississippi in the west. In contrast, while protection of the Anglo-American colonies on the Atlantic seaboard was the responsibility of the Royal Navy, frontier defence was almost entirely a militia affair, with British regular soldiers only appearing in significant numbers during the Seven Years' War (1756–1763). Thus, in Nova Scotia, the first Captains of Militia were appointed at Canso as early as 1720, while in 1749, Halifax was established virtually as a military colony, being settled by discharged British soldiers and sailors. The Nova Scotia Militia itself was proclaimed in 1753.

During the protracted French-English struggle for supremacy in North America, *Canadien* militia played a major role in the effort to contain Anglo-American attempts at westward expansion. Natural woodsmen and highly adept in the native style of forest warfare, they contributed to the French victory over George Washington in 1755 at Great Meadows, and to the disaster inflicted on General Braddock's forces at the Monongahela River. The *Canadiens'* military skills came to be well appreciated by British commanders who subsequently established "Ranger" and "Light Infantry" units to operate in the same manner. In the end, however, British sea power and general military superiority won the day, culminating on 13 September 1759 in Wolfe's victory over Montcalm outside the gates of Quebec. By terms of the Treaty of Paris of 1763, Canada was formally ceded by France to Britain. The French presence in North America, however, had become irrevocably established. It brought with it a language, culture and traditions, including a valiant military one which, together with British influences, would shape the future Canadian state.

The Path to Nationhood. The military requirement to defend Canada did not end with the British conquest. Rather, invasion, war, and threats of war marked Canadians' experience throughout the latter part of the 18th and most of the 19th centuries. During this period, Canada's soldiers — Militia and Regulars, French and English speaking, as well as native warriors — would play a crucial part in the struggle to defend Canada's right to independent existence, and to secure the conditions for its evolution to political nationhood. There would be three occasions when this struggle would involve a call to arms.

The American Revolution. The first of these calls was in 1775 when an American army under Generals Montgomery and Arnold invaded Canada in an attempt to bring it into the revolution of the Thirteen Colonies against England. Although Montreal was captured and Quebec besieged, determined resistance by British Regulars and *Canadien* militia, coupled with French Canadians' refusal to join in the cause, forced abandonment of the attempt. The greatest impact of the American Revolution from a Canadian perspective was the migration — often forced — of 50 000 United Empire Loyalists into the Canadas, Nova Scotia and New Brunswick. This influx of people also included a large proportion of the Six Nations Iroquois who, having lost their traditional lands because of their fidelity to England, were compensated with new territories in Canada along the Grand River and upper St Lawrence. This massive influx of Loyalist refugees, many of whom were veterans of Loyalist regiments, brought with it a strong antipathy towards republican political and social attitudes. This greatly influenced subsequent political and military developments in Canada, including engendering in English Canadians a strong attachment to the British Crown. At the same time, the emergence of a revolutionary and increasingly powerful United States posed a serious military threat to Canada. In response, measures were taken to improve defence preparedness, including creation of the first regular units made up of Canadians. These "fencibles," as they were called, were part of the British army establishment, but were generally restricted to service in their home colonies. The state of the Militia was also improved, and in Upper Canada and the Maritimes it was re-organized on a county and district system.

The War of 1812. These measures proved valuable when, in July 1812, the United States declared war on Great Britain and embarked on a second attempt to capture Canada. Indeed, this now almost forgotten conflict may be seen as Canada's own war of independence, with English and French Canadians taking up arms in the common cause of preserving their rights and freedoms. Although British troops bore the largest part of what was often very bloody fighting, Canadian fencibles, militia, and Natives were critical to the effort. From a military operations perspective, the war is notable for the superb leadership and professional abilities displayed by Major-General Isaac Brock and Lieutenant-Colonel Charles de Salaberry. Brock, Commander in Upper Canada (Ontario), immediately upon learning of the outbreak of war, directed the capture of the American post at Michilimackinac at the northern tip of Lake Huron. This achieved a key strategic objective of aligning the Native tribes of the Northwest to the British side. Then personally leading a force of regulars, militia and provincial marine, and supported by Native warriors under Tecumseh, Brock then marched on and captured Detroit. By these rapid, decisive actions, the United States was forced onto the defensive in all of the Northwest, and the upper Great Lakes made secure. Meanwhile, in Lower Canada (Quebec), French Canadians readily responded to the crisis, the *Voltigeurs Canadiens* — a fencible regiment — quickly mobilizing and seeing action in both theatres of operations. At Chateauguay, one of the war's most important actions was fought when de Salaberry — a French Canadian professional soldier in British army service — commanding a force of only 400 *Canadiens*, turned back a 3 000-strong American column advancing on Montreal. Other significant events in the war included the repulse of an American landing at Queenston in which Brock was killed, the ravaging of the Niagara frontier, the burnings of York (Toronto) and Washington, the heroic stand and death of Tecumseh at the Battle of the Thames, major naval engagements on the Great Lakes, and the particularly violent but indecisive battle at Lundy's Lane. In the end, the Americans failed in their objective to conquer Canada. The Treaty of Ghent, which ended the conflict in December 1814, directed a return to the pre-war status quo. Despite this conclusion, Canadians took justifiable pride in having successfully resisted a much stronger foe while preserving their country. Moreover, the sacrifices they had made, and the notable victories achieved, had the lasting impact of engendering in Canadians a patriotism, confidence and pride upon which future military endeavours would be built.

The Fenian Raids. The third and last occasion when Canadians were compelled to take up arms to meet the military threat from the south was during the Fenian Raids of 1866–71. The Fenian Brotherhood was an association of Irish Americans — over 10 000 of them veterans of the just-ended US Civil War — whose intention was to win freedom for Ireland by striking at Britain's colonies in North America. The danger was sufficiently grave, especially in light of United States hostility to Britain (on account of perceived British sympathy for the Confederacy during the Civil War), to result in the mobilization of more than 20 000 Canadian volunteer Militia. The most serious action occurred on 2 June 1866 when a force of approximately 850 Fenians engaged 900 Militia at Ridgeway in the Niagara region before retiring back into the United States, leaving a number of dead and wounded on both sides. The Fenians continued to be a menace through 1870 and 1871 when the last raids were repulsed by Militia forces at Eccle's Hill in Quebec and along the Canada/US border in Manitoba. While militarily the raids achieved little, their political impact was immense, serving to raise the consciousness of the Canadian and Maritime provinces regarding their defence needs. The realization that these needs could only effectively be provided for within a common political framework was one of the major factors which spurred the British North American colonies to seek union, leading to Canadian Confederation in 1867.

Contributing to Canada's Civil Development. From the earliest days soldiers have not only defended Canada, but have also helped to build it. In New France they constructed forts and trading posts, policed the fur trade, served as magistrates, and helped establish a system of waterways and transportation routes into the very heart of North America. Following the British conquest, this military contribution to Canada's civil development continued. The construction of the great fortifications at Halifax, Quebec and Kingston, as well as the impressive Rideau Canal (under Col John By), generated vital economic growth, and promoted settlement and commerce. In British Columbia between 1858 and 1863, the Royal Engineers systematically surveyed the southern part of the colony, founded the town of New Westminster, developed roads and infrastructure, and supervised the building of the famous 700 kilometre Cariboo Highway. Military surveyors further determined the Canada-US border from Lake of the Woods through to the Rocky Mountains. The Royal Military College, established in 1876 in Kingston, also served an important function by turning out officer graduates with technical and engineering skills that were applied to opening up the vast Canadian interior and developing its resources.

Securing the Canadian West. The orderly and non-violent settling of the Canadian West can be credited in large measure to the success of three major military operations. The first of these was in 1870 in response to the provisional Government which had been set up by *Métis* leader Louis Riel in the Red River Colony, now Manitoba. The Canadian government, conscious of the need to demonstrate its sovereignty in this newly acquired territory, immediately launched a military expedition under British Colonel Garnet Wolseley. Wolseley's force included two composite Militia battalions — the Ontario Rifles and the Quebec Rifles — drawn from existing units in Ontario and Quebec. The Red River campaign, although an arduous exercise for the troops who had to traverse much of northern Ontario by foot and shallow draft boat in miserable weather was, in the end, anticlimactic: upon the Force's arrival in Red River, Riel fled to the United States. The two militia battalions, however, remained on garrison duties in Manitoba until 1877, providing a useful military presence.

The second major event in securing the West might be characterized as Canada's first peacekeeping operation. In 1874, prompted by the Cypress Hills massacre of the peaceful Assiniboine by marauding American hunters, and further concerned that the US Army might carry its military campaign against the Sioux and other Plains tribes over the border into Canada, the Prime Minister, Sir John A. MacDonald, ordered what today would be called a preventative deployment of forces. A 300 man para-military cavalry force — the North West Mounted Police — was raised and dispatched to assert Canadian sovereignty in the West, maintain law and order, and ensure orderly settlement. Recruiting many of its members from the Militia, including almost all of its officers and NCOs, the force succeeded in establishing an official Canadian presence throughout the vast territory, arrested lawbreakers and, by its fair and impartial dealings, won the confidence and respect of both settlers and the resident Native tribes. The contribution of the North West Mounted Police to the security of the Canadian west is not forgotten. Although they eventually became the Royal Canadian Mounted Police their military roots are unmistakable.

The most significant event leading to the securing of the Canadian West was the defeat of the Northwest Rebellion in May of 1885. The return from exile of Louis Riel, and his renewed pursuit and defence of indigenous land rights facilitated the rebellion. In particular, the general failure to resolve grievances over indigenous land rights, especially with the coming of the railway, led Riel and his followers to take up arms once again. The Canadian Government, conscious of what occurred in the US West and alarmed over the potential for the rebellion to escalate and spread, moved quickly to put it down. As there were no longer any British troops in Canada, (apart from a few manning the naval stations at Halifax and Esquimalt), the task of responding to the crisis fell entirely on Canada's tiny Permanent Force and the Active Militia. Their response was impressive. Within a few days, the first elements of a 6 000 man force, commanded by British Major-General Fredericton Middleton — the General Officer Commanding of the Canadian Militia — had been mobilized and dispatched. Proceeding by rail and boat to the Lakehead, the journey from that point on was formidable. It was still winter, and with the Canadian Pacific

Railway only partially completed, the troops had to haul guns and equipment over frozen lakes and trails where the line stopped. Despite many difficulties, including severe administrative deficiencies and inadequate training, the troops displayed great stamina, courage and will. Major engagements were fought at Fish Creek, Cut Knife Hill and Batoche. Total casualties on the Government side amounted to 38 killed and 115 wounded, with the insurgents' losses estimated to be somewhat higher. Most impressive, however, was the speed with which the troops accomplished their mission — Riel was captured only eight weeks after the first shots were fired. The success of this operation and its predecessors had important and lasting impact. They enabled the security of the Canadian West and established the conditions for its orderly settlement and development. They also highlighted the importance of viable and effective military forces to the defence and projection of Canadian national interests.

The Far North. Asserting sovereignty and assisting in the development of Canada's North has been an important task for the army, beginning with the Klondike gold rush of 1898. During that event, which attracted thousands of American prospectors and adventurers into Canadian territory, the Yukon Field Force — drawn from the Permanent Militia — was dispatched to assist in maintaining civil order and ensuring that Canadian sovereignty was upheld. Later, from 1923 to 1959 the Royal Canadian Corps of Signals established, operated and maintained the Northwest Territories and Yukon Radio System. Following the Second World War, the North West Highway System (The Alaska Highway) was maintained by the Royal Canadian Engineers and other elements of the Canadian Army. More recently, air strips to service northern communities have been constructed by Canadian soldiers, while today, northern exercises and troop deployments, supported by the air force, continue to provide a Canadian military presence in the Arctic and in remote coastal regions.

Aiding The Civil Power. Throughout its existence, the army has been the ultimate guarantor of public safety in Canada, ensuring the rule of law when this has been beyond the capabilities of police and civil authorities. The most striking recent examples of this responsibility occurred during the "October Crisis" of 1970 in response to the terrorist threat posed by the *Front de la Liberation du Québec*, and in 1990 at Kanesatake (Oka) when heavily armed Mohawk "Warriors" set up barricades and prevented police and civic officials from carrying out their duties. Acting in both instances as the civil power's "force of last resort," the professional, disciplined response of the army calmed public fears and ensured the continued functioning of civil and legal processes.

Assisting Civil Authorities. The army's professionalism and multi-purpose capability has enabled it to carry out a wide range of tasks, including rendering assistance to civil authorities and agencies in times of emergency, natural disaster and civil disturbances. Thus, the army has not only provided troops and equipment to fight floods and forest fires and aid in search and rescue, it has also helped ensure public safety during police strikes, violent unrest in penitentiaries, and other events which threatened public safety. Its organizational and administrative skills, coupled with its extensive logistical resources, have also been frequently called upon to assist in the hosting of major national and international events in Canada such as the Olympic and Commonwealth Games and the G-7 heads of government meeting. In carrying out these functions, the army readily demonstrates its utility and versatility in peacetime.

International Peacekeeping. Canada has participated in every major international peace support operation since 1947 when the first Canadian military observers deployed to South Korea to supervise elections. Indeed, the concept of modern peacekeeping, whereby neutral and impartial forces interpose themselves between warring factions, is a Canadian invention. It was Lester B. Pearson, later to become Prime Minister, who first proposed such a force to de-escalate the 1956 Middle East crisis. Canada contributed nearly a thousand troops to the first United Nations Emergency Force, whose commander was retired

Canadian Army Lieutenant-General E.L.M. Burns. Since that time, over 100 000 Canadians have served on peace support operations around the world. More than 100 Canadian soldiers have given their lives in such service.

THE ORIGINS OF TODAY'S ARMY

We believe that the maintenance of an overwhelming superiority of force on the side of peace is the best guarantee today of the maintenance of peace.

– Lester Pearson, 25 September 1948

The Militia Act of 1855. While the army's institutional roots go back to the early colonial era, its modern genesis is the Province of Canada *Militia Act* of 1855. This Act established the concept of a volunteer force of Militia which would be uniformed and armed, even in peacetime, and would carry out annual training for which its members could draw pay. The essence of this system has continued to the present, and a number of today's Reserve army units are able to trace their lineage directly to military organizations formed as a result of this legislation.

The Regular Force. The first "permanent" units of the Canadian Militia were not formed until October 1871 when two batteries of garrison artillery were raised to replace departing British troops at the citadels in Quebec and Kingston. These two units were the earliest nucleus of what would become the regular army and are perpetuated today in A and B Batteries of the 1st Regiment, Royal Canadian Horse Artillery. The Canadianization of the

B battery, one of Canada's first regular army units, transporting a field gun across the St. Lawrence River in 1873.

profession of arms following the withdrawal of British troops from Canada, however, was a gradual process, and the next regular units were not created until 1883 when the Cavalry School Corps and the Infantry School Corps were established to train the Non-Permanent Militia. These two units continue today, respectively, as The Royal Canadian Dragoons and The Royal Canadian Regiment. On the command side, the senior military officer in Canada remained a British general officer until 1908, when the first Canadian Chief of the General Staff — Brigadier-General W.D. Otter — was appointed.

The South African War 1899-1902. A strong sense of Imperial commitment on the part of many Canadians led the Liberal Government of Wilfrid Laurier in 1899 to raise and despatch two Canadian contingents to fight as part of the British effort against the Boers in South Africa. All told, nearly 8 000 Canadians served in the war, which marked the first time Canadian units were officially raised for overseas service. Drawn from the Permanent and Non-Permanent Militia, Canadian soldiers distinguished themselves at Paardeberg where a large Boer force was defeated, and at Liliefontein where three Victoria Crosses were won. The result was not only an outpouring of national pride at home but the beginnings of an international reputation for the fighting qualities of the Canadian soldier.

The Great War and The Canadian Corps. It was the magnificent achievements of the Canadian Corps during the First World War (1914–18), and equally its sacrifices, which brought Canada to full maturity as a nation. It was also during the Great War that Canadian soldiers developed their reputation for being resourceful, resilient and able to overcome the most difficult of military challenges. The Corps' impressive successes derived in large measure from its strong nationalistic spirit as a volunteer citizen army, and its Canadian "way of war" which evolved over four years of hard combat. This way of war — the Corps' legacy to today's modern Canadian army — emphasized leadership by example, mutual trust, delegation of responsibility, recognition of merit, disciplined initiative, and proper preparation and planning. Superimposed on these attributes was a determination to succeed and an unassuming self-confidence and quiet pride on the part of the ordinary soldier. The result was a fighting force of outstanding quality and capability, renowned for developing innovative solutions to seemingly intractable operational problems. The Corps' successful assault on Vimy Ridge in April 1917 [see next page], where both the French and British had earlier failed, is one of the best examples of this way of war in action.

Operationally, the Canadian Corps served under British command, and while initially most of its senior staff officers were British, by war's end the great majority of its brigade and divisional commanders were Canadian. By 1917, the growing professionalism of the Corps had evolved to the level which enabled the appointment of its first Canadian commander, Lieutenant-General Sir Arthur Currie. Under Currie, the Corps affirmed the principle established in South Africa that Canadians fight best as a national force under their own leaders. It also acquired growing autonomy, extending to operational matters. Thus, in August 1917, Currie accepted the difficult mission to capture Passchendaele Ridge, but only on condition that it be done with the whole of his force. And he declined to have the Corps transferred to the British Fifth Army, lacking confidence in its commander. Currie's success at Passchendaele, although accomplished at great cost, confirmed the Corps' outstanding fighting ability. From that time to war's end, in a role shared with the Australian Corps, it served as the spearhead of every British offensive. During the final "100 Days," from the breakthrough at Amiens — the German army's darkest day — to the entry into Mons on 11 November 1918, the Canadian Corps engaged and defeated 47 German divisions, nearly a quarter of the total German forces on the Western Front. This success was unsurpassed by any other allied formation and is attributable not only to superior moral and material factors, but also to the development by Canadians of effective combined arms operations in which infantry, engineers, tanks, artillery, and aircraft were coordinated to bring maximum effect to bear on the enemy. By war's

THE BATTLE OF VIMY RIDGE

By 1916 the First World War had become stalemated, the casualty rate at Verdun and the Somme alone reaching almost two million men. Early in 1917, the Allies prepared another massive offensive, ever determined to achieve the elusive breakthrough. This time, plans called for a major French push in the south between Rheims and Soissons, combined with British diversionary attacks in the North about Arras. The Germans meanwhile had established new and more formidable defences in force, including on Vimy Ridge. This imposing, barren feature dominated the Douai plain reaching some 120 metres in height and running approximately six kilometres northwest to southeast. Twice earlier in the war, attempts to take it by both the British and the French had failed and, by April 1917, it formed a key part of the German defence. The Canadian role in the planned offensive was now to capture this ridge.

The task was formidable. The slopes on the ridge were interlaced with an elaborate system of trenches, dugouts and tunnels heavily protected by barbed wire and machine guns, and defended from a distance by German artillery. The enemy had even installed electric lights, a telephone exchange, and a light railway to maintain supplies of ammunition.

The Canadian Corps, however, had by now learned well the bitter lessons of assault by infantry over open ground and set the task of attacking the ridge with thorough preparation and planning. Engineers dug great tunnels to give the troops protected approaches; roads and light railways were built; signal and supplies were readied, and advance dressing stations put in place to ensure immediate treatment of casualties. Elaborate fire planning was undertaken including aerial photography to pinpoint enemy batteries, communication trenches and machine gun emplacements. The troops, too, were fully prepared. Detailed rehearsals took place behind the line over models and mockups of the ridge, with every soldier becoming thoroughly familiar with the ground he would attack over and the tasks expected of him.

Preliminary bombardment began on 20 March. It was intensified from 2 April — the Germans calling this period "the week of suffering." On the night of 8 April all was ready and the infantry moved to their attack positions. At dawn on Easter Monday, 9 April, all four divisions of the Canadian Corps swept up the ridge in the midst of driving wind, snow and sleet. Preceded by a perfectly timed artillery barrage, the Canadians advanced. By mid afternoon all four of the divisions were in command of the whole crest of the ridge with the exception of two features known as Hill 145 and the Pimple. Three days later these too were taken.

The victory at Vimy Ridge is celebrated as a national coming of age. For the first time in the war Canadians attacked together and triumphed together. Four members of the Corps won the Victoria Cross, and Major General Arthur Currie was knighted.

end the Canadian Corps had become regarded as the most powerful self-contained striking force on any battlefront, its soldiers equal to the finest troops of any nation in the war. It was this performance, coupled with the great sacrifice. incurred — 60 000 Canadian dead and 232 000 wounded — which earned Canada signatory status on the Treaty of Versailles and its own seat at the League of Nations.

Between the World Wars. In the inter-war years, both the Permanent and Non-Permanent Active Militia components of the army were neglected by the governments of the day who were preoccupied with fighting the Great Depression and, moreover, believed that Canada would never again be involved in a major conflict. While Princess Patricia's Canadian Light Infantry and the Royal 22e Régiment were added to the regular force (Permanent Active Militia) rolls in 1919, maintaining the professional skills required for modern war became very difficult, and little meaningful training was conducted. While a few officers were given the opportunity to attend the British staff and defence colleges, or serve with British forces on attachment, in general the army was neglected during this period. Its regular component numbered only about 4 000 men and was woefully ill-equipped, while non-permanent units were all well below effective strength and provided sufficient funds for only a few days training a year. This remained the situation up to the outbreak of the Second World War in September 1939 when, apart from small arms and a few obsolete artillery pieces, the army possessed only four modern anti-aircraft guns, four anti-tank guns and 14 light tanks.

The Second World War. During the Second World War the Canadian Army (as it was formally designated in 1940) was once again a "citizen" force but, unlike in 1914, was mobilized on the existing Non-Permanent Active Militia structure. Also, its high command and staff were now entirely Canadian. Growing to a force of five divisions and two independent tank brigades overseas, as well as three home defence divisions, the army was the largest of the three armed services and, in a sense, the most national. While the Royal Canadian Air Force and Royal Canadian Navy both served with great distinction in the Second World War, they found their identities submerged to some extent in the British forces with which they fought. The army, however, served under Canadian command up to the Army Headquarters level, and was seen by many as the embodiment of national spirit.

The experiences of the army in the Second World War differed widely from those in the First World War. Apart from two battalions (the Royal Rifles of Canada and the Winnipeg Grenadiers) overwhelmed by the Japanese at Hong Kong in December 1941, the army did not see action until 19 August 1942 when two brigades of 2nd Canadian Division, together with Royal Marine Commandos, and supported by large naval and air forces, conducted an amphibious raid on the port of Dieppe in occupied France. The casualties were heavy, and the town not taken; however no one could deny the valour of the troops, and the lessons learned contributed to the success of the assault on Normandy in June 1944.

Soldiers from the 1st Canadian Division in Italy.

It was not until July 1943 that the Canadian Army became involved in a protracted campaign, with 1st Canadian Division and 1st Canadian Army Tank Brigade taking part in the invasion of Sicily. By Spring of 1944, all of I Canadian Corps was fighting in Italy. The Corps played an important part in the Liri Valley offensive which led to the capture of Rome, and again in the autumn during the heavy fighting which broke the Gothic line and led to the capture of Rimini and Ravenna. In Northwest Europe, 3rd Canadian Division and 2nd Armoured Brigade took part in the invasion of France, with II Canadian Corps coming into action in July 1944. In the same month, Headquarters First Canadian Army took over responsibility for the left sector of the Allies' flank, which it held until the end of the war. In the breakout from the Normandy bridgehead in August 1944, and the battle of the Falaise Gap which followed, Canada's army played a great part, and sustained significant losses. It took the Channel ports by storm and then cleared the Scheldt estuary, which was essential for the allied logistics effort. In February 1945 the Canadian Army, with several British divisions under command, drove southeast to clear the corridor between the Rhine and Maas rivers and prepared the way for the crossing of the Rhine. This task was completed by 10 March, again at great cost; but the damage inflicted upon the German Army in this Battle of the Rhineland was such as to preclude its offering very effective opposition in the later fighting east of the Rhine. In March 1945 First Canadian Army, now joined by I Canadian Corps from Italy, pushed the enemy back into the Netherlands, and after weeks of hard fighting liberated the Dutch people on 5 May. By the war's end, First Canadian Army's line stretched from the lower Rhine almost to Bremen, and eight divisions (five Canadian, two British and one Polish) were fighting under its command.

In the course of the war the Canadian Army steadily developed itself into a first class fighting force capable of taking on the most demanding of tasks, and displayed outstanding courage and stamina against a resolute and determined enemy. Its contribution to the final victory, together with the efforts of Royal Canadian Navy and the Royal Canadian Air Force, made Canada an important allied power. Once again, however, the price was high. Of the 630 052 Canadians who served in the active army — 370 000 of them in Europe — 22 917 gave up their lives.

The Korean War. Following Germany's defeat in May 1945, a new threat to international peace soon appeared in the form of militant communism. This threat turned into war in June, 1950 when Communist North Korea invaded the South. As part of the American-led United Nations response, Canada contributed a special force — 25 Canadian Infantry Brigade — under Brigadier J.M. Rockingham. In this conflict the best traditions of the Canadian army were upheld, the most notable example being the heroic stand made at Kap'yong by Second Battalion, Princess Patricia's Canadian Light Infantry, which earned the unit a United States Presidential Unit Citation. In all, the army suffered over 1 500 battle casualties in Korea including a total of 312 killed in action plus a further 204 non-battle fatalities. Korea was the third most costly overseas conflict in Canada's history.

The Army and NATO. In 1951, while Canadian soldiers were fighting in Korea, 27 Canadian Infantry Brigade was taking up station in northern Germany to join the armies of the North Atlantic Treaty Organization (NATO). Established two years previously, NATO reflected a new understanding by Canadians that their security was now best met within an effective system of collective defence. This overseas stationing of forces, the first ever in peacetime, also made it clear that Canada considered its first line of defence as beginning on the other side of the Atlantic. The Canadian brigade group's operational role on NATO's Central Front, blocking critical approaches (first along the inter-corps boundary in Northern Army Group between the British and Belgians, then later in Central Army Group between the Germans and Americans) was a vital one. It demonstrated not only the inherent flexibility of Canadian soldiers to work with those of other nations, but also the high regard the Canadian army was accorded in NATO circles. Meanwhile, within Canada the Canadian Air-Sea Transportable (CAST) Brigade Group, along with the Allied Command Europe (ACE) Mobile Force Battalion Group, were kept at a high state of readiness for the defence of NATO's northern flank. In 1986 one of the largest Canadian army exercises of the Cold War — Ex *Brave Lion* — was held, which saw the deployment of the CAST Brigade Group to northern Norway. Service in NATO remained the cornerstone of Canadian army training and operational capability through to the end of the Cold War when, in 1993, all Canadian combat forces were withdrawn from Germany.

The Growth of Peacetime Professionalism. Following the end of the Second World War, the Regular army was established with a strength of 25 000. It was organized into an Area Command structure, providing staffs, training establishments and personnel to assist the administration and training of the Militia. A full time staff college for the advanced training of officers was set up in Kingston, Ontario, while the field force was used to maintain a small but effective brigade-group size organization called the "Mobile Striking Force" which, supported by the Royal Canadian Air Force, focused on continental defence and developing a capability for operating in the arctic. By the mid 1950s, with the NATO task assuming prominence, the Regular army grew to just under 50 000 in a total armed forces regular establishment of just over 126 000, and became, for the first time, larger than the Militia. With defence expenditures comprising close to 25 per cent of the national budget, the army was also able, for the first time in peace, to acquire modern weapons and equipment, including tactical nuclear delivery systems. The Militia, however, waned — the strategic assessment of the day seeing any future war, if not prevented or contained by forces in being, quickly becoming nuclear and being of short duration. The result was a serious erosion of Militia capabilities and morale, a situation which persisted until the late 1970s when conventional forces were once again given priority.

The following decade saw the military and ideological struggle between Soviet Communism and the West reach its culminating point. The growing Soviet threat in the 1980s — exemplified by the war in Afghanistan, Soviet-sponsored terrorism, the deployment of intermediate range nuclear missiles, and continuing repression in Eastern Europe — resulted in increased defence preparedness among all NATO nations. In Canada, this included the 1987 White Paper on defence which called for a number of equipment upgrades for the army, as well as the re-establishment of the 1st Canadian Division. The CAST role was dropped and Canada's NATO land contribution was consolidated in Germany on NATO's Central Front, increasing from brigade group to division[1] size. Overall, the army's service in Europe over 42 years contributed immensely to its general professionalism while helping to earn for Canada a respected place among its NATO allies.

Unification and Official Bilingualism. One of the most significant post-Second World War developments affecting the army was the unification of the Royal Canadian Navy, the Canadian Army and the Royal Canadian Air Force in 1968. With unification, the army ceased to exist as a legally established entity, becoming Mobile Command and the "land environment" of the Canadian Forces. Although the regimental system survived, centralized personnel and management policies and the creation of new unified "branches" brought major changes to the army and its method of operating. The adoption of official bilingualism in the Canadian Forces at the same time provided greater opportunities for French Canadians to serve their country in their mother tongue. It also enabled the army to more effectively recruit from that portion of the Canadian population which had previously tended to distance itself from military service because of language barriers. The creation of francophone artillery, engineer, signal, armour and service support units, in addition to the existing *Royal 22e Régiment*, gave the army a more distinctly Canadian character and enhanced its operational flexibility and capability.

Post Cold War Challenges. The fall of the Berlin Wall in November 1989 and the collapse of the Soviet Union in December 1991, coupled with the pressing requirement to bring under control an ever-increasing national debt, resulted in a shift in national priorities for Canadians. Although planned allocations for defence were drastically cut and Canadian Forces in Germany withdrawn, the number and scale of Canadian Forces operations actually intensified. This was in large measure due to increasing conflict and instability in various parts of the world which resulted in the army being committed to a number of new international peace support operations. Although Canada ended

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1. Because 1st Canadian Division comprised only two manoeuvre brigades (4 and 5 Canadian Mechanized Brigades), planning called for the third manoeuvre brigade to be provided by either Germany of the US.

its long-standing UN battalion commitment to Cyprus in 1993, new and more demanding missions quickly replaced it. Thus, despite diminishing resources, Canadian soldiers found themselves serving in Somalia, Cambodia, Afghanistan, former Yugoslavia, Rwanda, Haiti and a number of other areas of conflict. At one point, over 2 200 Canadian soldiers out of a regular army establishment of 20 000 were deployed on UN operations, with some soldiers completing one mission only immediately to begin another. At the same time, the army became a force of "veterans," a large proportion of soldiers witnessing combat firsthand in Bosnia, and on a scale unknown to the army since the Korean War.

The nature of this new and extremely demanding operational environment strained capabilities and tested the army's professionalism at all rank levels. In a few cases, leadership and performance were found seriously wanting among both individuals and units, requiring investigation and redress. The result was a critical examination and evaluation of army leadership, values, and training methods. One of the major outcomes in addressing the problems identified was re-affirmation of the vital importance of the military ethos and of the responsibility of leaders to ensure that professional values and high standards of discipline, training, and performance are always upheld. The military ethos, and the values and standards it contains is vital to operational effectiveness. Further, Canadians rightfully expect these high professional standards in their military forces, at all times and under all circumstances. In other areas, "quality of life initiatives" were launched to address the personal needs of soldiers and their families, and to ensure that military service remained personally, as well as professionally, rewarding. Another significant development was greater emphasis on the importance of doctrine — the military fundamentals upon which the army is grounded, its soldiers trained, and its operations conducted. Operating in an environment of rapid and continuous change, this process of renewal is ongoing, enabling the army to continue serving Canadians effectively while meeting challenges which lie ahead.

Summary. Canada's army has been and continues to be an important part of the national fabric. It has faithfully defended and served the nation throughout its history and, as part of the Canadian Forces today, remains dedicated to this purpose. The army's Regular and Reserve soldiers proudly bear the maple leaf flag on their uniform in every part of the country and around the world. Its men and women serve not only as the nation's defenders, but are a visible manifestation of the belief that Canadians can and do make a difference in the world. Through the army's sacrifices in war and operations in peace, it has demonstrated its enduring commitment to Canada, giving Canadians cause for pride while reflecting their values and ideals.

Chapter Two

PROFESSIONALISM AND ETHOS — THE ARMY'S ESSENCE

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PROFESSIONALISM AND ETHOS — THE ARMY'S ESSENCE

If the military instrument starts generating policies outside the professional sphere, it must be checked, for this is not its business.

– General Sir John Hackett, *The Profession of Arms*

THE PROFESSION OF ARMS

Introduction. Canada's army is an all volunteer force comprising Regular and Reserve soldiers integrated to form a Total Force for service in peace and war. Canadian soldiers are members of the profession of arms by virtue of the obligations and duties they assume, the military ethos which governs their service, and the function they fulfil.

Nature and Legitimacy. The nature of the profession of arms in Western tradition, and its moral legitimacy, derives from the "Just War" doctrine developed by Saint Augustine in the 5th Century, and the accumulated body of thought, custom, experience, and precedent on what constitutes acceptable conduct in war. The *Law of Armed Conflict* — encompassing the various Geneva and Hague conventions, as well as the judgements rendered at the Nuremberg and Tokyo war crimes tribunals at the end of the Second World War — further sets out the legal parameters within which the military profession must operate, including duties and responsibilities of commanders and soldiers. Governed by these long standing moral and legal imperatives, the profession of arms is thus established on the following principles:

- Service on behalf of a legitimate moral authority (for the Canadian army, the people of Canada through the Crown), and being responsible to such authority;
- The conduct of military operations within prescribed norms such as the *Law of Armed Conflict*, the concept of military chivalry, and the acceptance of limitations on violence; and,
- The requirement for members of the profession to manifest a high standard of discipline, to protect the weak and defenceless in their charge, and to act always in the common good.

Function. Within this context, the function of the profession of arms in contemporary society, as stated by General Sir John Hackett, "...is the ordered application of force in the resolution of a social problem at the request of a properly constituted authority." The possession, use, and control of lethal force is what gives the military profession unique standing and import within the broader society it serves. It must be emphasized, however, that as the philosopher Nicholas Rescher states, "...in being a member of the profession of arms one does not cease to be a citizen, a responsible person, or a human being." Indeed the professional soldier is expected to be these things all the more.

Attributes of Professionalism. The renowned American sociologist and political scientist Samuel P. Huntington, in his classic work *The Soldier and the State*, identifies the hallmarks of a profession as being Responsibility, Expertise and Corporateness. Because of the unique function of the military profession, however, these attributes are uniquely defined within the military context. Hence —

- **Responsibility.** Because of the military's near monopoly (shared with police forces) on the use of lethal force on behalf of the state, responsibility is the most important attribute of military professionalism. In the Canadian Forces, it is directly assigned to officers in the charge made to them upon commissioning to "… carefully and diligently discharge [their] duty" and "… to observe and follow Orders and Directions … in pursuance of the trust … reposed in [them]." It is also reflected in the Oath of Allegiance that Canadian Forces' members swear, as well as, the dedicated and apolitical manner in which they must serve the nation. Responsibility further requires Canadian Forces' commanders to render objective military advice to political leaders; to implement loyally and effectively decisions and policies of the Government; to be responsive to the needs and interests of the personnel in their charge; and to be accountable for actions they take. This concept of responsibility is what most distinguishes professional armies in a democracy, anchoring their value system and establishing the linkage between soldiers and their fellow citizens.

- **Expertise.** This is reflected in the military professional's extensive and authoritative knowledge in the field of armed conflict, including what constitutes appropriate military actions during peace and war. It encompasses leadership and management skills required for planning, preparing and executing complex military operations, as well as sound understanding of the capabilities of personnel, weapons, and equipment. Expertise is acquired through formal education, self study, training, and experience.
- **Corporateness.** Corporateness resides in the common military identity of Canadian Forces' members and their shared commitment as citizen volunteers in serving the nation. It derives from the Canadian Forces' organization and institutions, and also in its self-regulating discipline, standards, and procedures such as the application by commanding officers of the *Code of Service Discipline*; the establishment of *Departmental Administrative Orders and Directives*; the formulation of military doctrine; and the development of training regulations and standards. Corporateness is further manifested in the uniforms and badges of rank worn; the salutes exchanged; the regimental

and branch structure; the system of base and unit messes; and the myriad of customs, ceremonies and traditions which characterize service in the Canadian Forces, and render it distinct from other institutions.

UNLIMITED LIABILITY AND THE MILITARY ETHOS

> ***The military code by which we live is much the same as that which guides all honourable men. The big difference lies in the consequence of observing or violating it. For the officer, the consequences go beyond the personal to affect the lives of many soldiers, the outcome of battles, and sometimes may even determine the future security of Canada.***
>
> – General Howard Graham, Chief of the General Staff
> in an address to officer candidates at the
> Royal Canadian School of Infantry, circa 1958

Unlimited Liability. What makes the military profession different from all others is the "unlimited liability" its members embrace in their service to the nation. Under this unwritten clause of the military contract, Canadian Forces' members are obliged to carry out duties and tasks without regard to fear or danger, and ultimately, to be willing to risk their lives if the situation requires. This obligation is not often invoked in peacetime. It is worth recalling, however, that Canadian servicemen and women have been on operational service on more than fifty occasions since the end of the Korean War, most often as United Nations peacekeepers. More than 100 Canadian soldiers have been killed on such duties, and many more have been maimed and injured. While unlimited liability is generally associated with service in war, it is *always* present in military service, and its existence lends a dignity to the military profession which is difficult to deny or denigrate. This liability is what most distinguishes the Canadian Forces institutionally and its members individually from the rest of Canadian society.

The Military Ethos. In the Canadian Forces the concept of unlimited liability is inextricably linked to, and at the same time sustained by, a shared set of beliefs, values, and a moral code commonly known as the military ethos. While no single document can fully articulate this ethos, it is nonetheless implicit in the very nature of the profession of arms and in the demands and expectations it makes upon military members. Hence, the military ethos forms the basis of all aspects of service in the Canadian Forces, setting forth the principles and ideals which men and women of the Canadian Forces must subscribe to, both collectively and as individuals. Its fundamental values are integrity, courage, loyalty, selflessness, and self-discipline. This ethos further requires dedication to country, the honouring of Canadian values, and commitment to professional excellence.

The Army's Expression of the Military Ethos. Within the Canadian army, the military ethos is further amplified and applied in a manner which recognizes the army's unique function and role which, in its barest essence, requires soldiers to close with and defeat an enemy in face to face combat. Hence, the military ethos is in part a warrior's code; overall, it is an all-encompassing military philosophy and moral culture derived from the imperatives of military professionalism, the requirements of the battlefield and the demands war makes on the human character. The army's expression of the military ethos is anchored on four precepts which are incumbent on every soldier at every rank level. These are:

- **Duty.** Duty is manifested in responsibility and devotion to Canada; loyalty to superiors, peers and subordinates alike; courage, resolve and competence in the execution of tasks; pursuit of professional knowledge and self-development; use of initiative; application of judgement, intellect and decisiveness; and subordination of self to mission at all times. Duty for leaders additionally entails being aware of and tending to the needs of subordinates.
- **Integrity.** Integrity is ensuring that one's personal standards are consistent with professional values, and being com-

mitted to act in accordance with these values. Hence, it consists of ethical, principled behaviour; transparency in actions; speaking and acting with honesty and candour; the pursuit of truth regardless of consequences; a passionate dedication to fairness and justice; possessing moral courage; and most importantly, always doing what is right.

- **Discipline.** Discipline is first and foremost self-discipline. It is a state of mind which instils self-control and, in battle, helps fortify individuals against the corroding influence of fear. It encompasses immediate obedience to lawful orders and directives; a high standard of personal conduct and deportment; and the display of fortitude, endurance and resiliency in the face of adversity. Discipline is essential to success in operations and is therefore demanded of both the individual soldier and the group under all conditions and circumstances. Because it is the sinew of cohesion and the foundation of professional excellence, a high standard of discipline is the most important quality that soldiers must possess.
- **Honour.** Honour lies in being loyal to unit and faithful to comrades; granting quarter to an opponent and respecting fully the law of armed conflict, including treating surrendered enemy and non-combatants humanely and protecting them from harm; adhering to professional values and upholding the traditions of the service; and displaying gallantry, courtesy, dignity, and chivalry in one's everyday actions and conduct.

Importance of the Military Ethos. Maintaining the military ethos is critical to the army's effectiveness in war and its readiness and preparedness in peace. If this ethos is absent, poorly developed, or allowed to erode, the army is seriously harmed. The willingness of its members to embrace unlimited liability becomes undermined, and their understanding of what constitutes true military professionalism, distorted. Standards of leadership, discipline, and operational readiness and effectiveness also seriously decline. Neglect of the military ethos further encourages soldiers to see military service as a job while focusing on self-serving interests instead of the obligations of the profession. Equally serious is the potential for a rogue form of the military ethos to arise which is divorced from responsibility and focused on erroneous concepts of elitism and honour, leading in turn to ill-discipline and breakdown of professional and ethical values. When individuals and units fail to live up to the expectations of the military ethos, they are unable to perform to the standard demanded and risk failure or defeat when committed to operations. Moreover, the public confidence and trust, so crucial for armed forces in a democracy, becomes seriously weakened, and the credibility and legitimacy of units so affected, called into question.

The Military Ethos and the Soldier. Conversely, a properly formed ethos reinforces professional and ethical values and provides all ranks in the army with clear understanding of the fundamental moral purpose which underlies their service. It not only instils confidence and courage, but provides direction and guidance which enables soldiers to do their duty, including the taking of life if necessary, but within clear guidelines provided by the ethos. In short, the military ethos enables the soldier to differentiate between right and wrong, between what is necessary and what is criminal. In an operational environment, the precepts of Duty, Integrity, Discipline, and Honour provide soldiers with both freedom in personal action and a code of conduct which will assist them in choosing the right thing to do, especially if orders do not cover a particular situation, or are unclear or ambiguous. At the same time, internalizing the military ethos provides soldiers with immense personal satisfaction which comes from knowing that they belong to something which is fundamentally good, noble and greater than one's self. While it requires serious personal commitment, it also confers rewards which only dedication, effort and self sacrifice can produce. A healthy military ethos is essential to the army. It must be nurtured, sustained and accurately transmitted through training, the army's organizational culture, and particularly by its leaders.

Sustaining the Military Ethos. Promoting and sustaining the military ethos in the Canadian army is one of the most important responsibilities of commanders at all levels. It begins by recognizing that moral factors are superior in war and that soldiers are the fundamental instrument in all army operations. It further requires adherence to those traditional military virtues which have been battle tested and shared by professional soldiers since the dawn of history. These virtues are not merely adornments; indeed, the ability of the army to discharge its main function is positively dependent on them. They are manifest in soldiers whose officers lead by example and demand their practice at all times and in all places. This ethos is further nurtured by defence management policies and organizational structures which encourage and support the unique social and working environment of soldiers — one that is rich in comradeship and tradition, and which exudes shared values and unity of purpose. Thus the role of the regimental system which gives the individual soldier a sense of being an important part of a greater whole, of being directly linked to the sacrifices and achievements of the past, and of being a personal stakeholder affecting what transpires in the future. Equally important in sustaining the military ethos is the affirmation of soldierly identity through the preservation of traditional symbols and terminology such as dress, rank and skill badges. This blend of tangible and intangible components, welded to the requirements of military professionalism and effected by competent, caring leaders, is what promotes and sustains the military ethos and establishes the basis for operational success.

THE MILITARY VIRTUES

Truth

Duty

Loyalty

Sacrifice

Trust

Competence

Initiative

Good Example

Ability to Inspire

War and the Professional Soldier. Although oriented to arms and the application of violence, in the same way that a physician is not a lover of sickness, the professional soldier is not a lover of war. Rather, the professional soldier is acutely aware of war's horrors and of the need to be prepared for them. It is the existence of war as an inherent part of the human condition, and the requirement to conduct and manage it within established constraints and moral boundaries, which necessitates the military ethos and justifies the profession of arms.

THE ARMY'S MORAL AND PHYSICAL COMPONENTS

Introduction. Because war and armed conflict are conducted on moral and physical planes (see Chapter 4), Canada's army comprises both moral and physical components (see Figure 1). Moral components are those spiritual, psychological, intellectual and sociological factors which enable soldiers to overcome fear and defeat an enemy in battle or successfully carry out a mission. They encompass the army's professionalism and ethos; the quality of its leadership; its morale and *esprit de corps*; its approach to training; its history and traditions; and, ultimately, its motivation and sense of purpose. These things contribute most to creating cohesion in units and instilling in soldiers the will to fight on until the battle is won or the mission accomplished.

The army's physical components, on the other hand, are those tangible, material assets that it requires to fight, operate, train, and sustain itself. It includes numbers of soldiers; the quality and quantity of its matériel; its technology; its infrastructure; and its financial and resource base. While military operations cannot be successfully carried out without adequate material resources, the army's moral components are the decisive and, therefore, most important element of its makeup. This is because they are soldier-centered and, as such, have the greatest impact on the success or failure of operations.

Cohesion and Will. The army's successes in war and, indeed, all operations, derives from an effective integration and application of its moral and physical components at two levels that of the individual soldier and that of the team or group. At the individual level, this integration engenders in soldiers the personal

The emotional ties among the men, and between men and their officer ... is the single most potent factor in preventing breakdown.

– Report of a Canadian Medical Officer, Normandy, July 1944

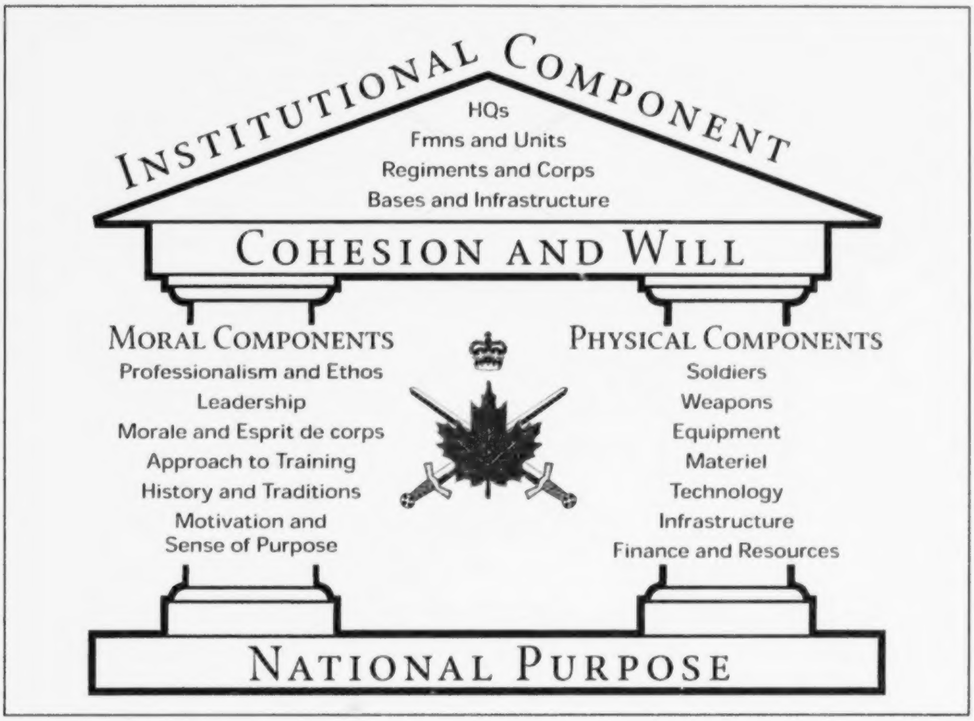
INSTITUTIONAL COMPONENT
HQs
Fmns and Units
Regiments and Corps
Bases and Infrastructure
COHESION AND WILL
MORAL COMPONENTS
Professionalism and Ethos
Leadership
Morale and Esprit de corps
Approach to Training
History and Traditions
Motivation and Sense of Purpose
PHYSICAL COMPONENTS
Soldiers
Weapons
Equipment
Materiel
Technology
Infrastructure
Finance and Resources
NATIONAL PURPOSE

Figure 1 — Design of the Army

The foundation or base of the Canadian army is national purpose, the preservation of which provides the army with its raison d'être. *Erected on this base are the army's two supporting pillars — its Moral and Physical components. These pillars are capped by, and at the same time support, the capstone — Cohesion and Will, the "glue" of the army and its combat potential. The pillars and the capstone hold up the roof which represents the army's institutional components, these being its organizational structure as well as its personnel, matériel, and equipment holdings.*

will, as well as gives them the means, i.e. weapons and equipment, to fight, and to accomplish their mission. At the group level, this integration provides that *sine qua non* for forces in operations cohesion.

The Importance of Cohesion. Cohesion is the most important requirement of a combat force and must be developed and protected above all else. Cohesion, in its simplest sense, is unity. It is that vital attribute which binds and focuses the will and personal effort of individual soldiers in a force with synergistic effect towards a common aim or objective. Cohesion is a product of both moral and physical factors. Its essence, however, is high morale and shared beliefs, anchored by discipline. Cohesion is what most generates combat power and enables a commander to impose will on an opponent, or to dominate a situation. Thus, the overriding aim in battle is to do everything, both morally and physically, to break the cohesion of the enemy, while at the same time protecting and enhancing the cohesion of one's own force. Without cohesion, individual will and the soldiers' capacity for combat is dissipated, weakened and even destroyed, producing group ineffectiveness and, in the end, defeat.

Examples from History. History is replete with examples of armies which, despite having great matériel resources, were defeated because they did not have or could not maintain cohesion in battle. The collapse of the French army in May 1940, an army which was technologically equal and in some respects superior to that of the attacking Germans, resulted from a rapid break-down in cohesion caused by obsolete doctrine, inability to match the German tempo of operations, and a general pessimism and moral malaise which sapped the French soldiers' will to fight. The British disaster at Singapore in February 1942 occurred for similar reasons. In our own history, the American defeat at Crysler's Farm during the War of 1812 is another example of what can happen to a force lacking cohesion. In that battle, a 4 000-strong American army advanced on Montreal, but composed of mutually distrustful regulars and state militia, was attacked in the rearguard by a well-led, highly motivated force of some 800 British and Canadians. Although the Americans had much greater numerical and matériel superiority, this advantage was offset by poor discipline, weak command and control, and serious internal divisions, including among their senior officers. As a consequence, the Americans were unable to respond effectively to the attack and rapidly fell into disorder, once the battle began. This in turn produced a collapse of fighting will in the ranks, forcing an American withdrawal from the field and subsequent abandonment of their operation to capture Montreal.

Developing Cohesion and Will. Developing cohesion in a force and superior will in soldiers requires a comprehensive approach, the most important elements being:

- **Leadership.** Leadership is an art which most people can learn. It is defined as the way of influencing human behaviour in order to accomplish a mission in the manner desired by the leader. Good leadership is the foundation for high professional standards and underlies all activities which lead to military success. It is what most inspires individuals with the will to victory and shapes them into a cohesive, effective force in pursuit of a common cause. Good leadership requires that commanders maintain and promote the military ethos at all times, reflecting it especially in their own actions. They must recognize the importance of discipline, morale, care of subordinates, good equipment, and the efficient administration of soldiers including rewarding them for jobs well done. Leaders have a particular responsibility with regard to training and the professional development of subordinates, who are a direct reflection of themselves. Leaders must further work to create an environment of mutual trust between ranks, as Canadian troops will only follow those in whom they have confidence and respect. Most importantly, commanders must lead by example.
- **Morale and *Esprit de Corps*.** A high level of morale among soldiers and *esprit de corps* within units enhances teamwork and enables soldiers personally and collectively to willingly withstand hardship and danger, overcome fear, and act resolutely against an opponent. Good morale and *esprit de corps* are founded on and sustained by faith in leaders, maintenance of standards, a strong and warm sense of comradeship, having good matériel support, opportunities for sport and recreation and the desire to uphold the standards and traditions of those who have gone before.
- **Approach to Training.** All army training must be designed with underlying aim of developing force cohesion and providing soldiers with the personal will for victory. To this

end, training must emphasize all-arms co-operation and the importance of every individual to the collective effort. It must provide soldiers with not just functional skills, but a thorough understanding of the individual and combined efforts required for operational success. It is a command responsibility to establish training goals and standards that meet these requirements to provide the means and resources and to evaluate such training.

- **Motivation.** Soldiers who are highly motivated come together readily and work enthusiastically as a team. Shared motivation in turn builds cohesion and strengthens personal will. Motivation depends in part on adequate resources — in effect, the soldier's tools — and also on a continuing sense of purpose. While it is the job of commanders to establish purpose, it ultimately derives from national will and public support. Soldiers, generally, will be unable to remain motivated in pursuit of causes they do not understand, which lack public endorsement, or for which they are not trained or equipped. National support for the army, especially during operations, is as important as the provision of resources and matériel.
- **Standards.** A uniform high standard of military performance on the part of individuals and groups is essential to developing cohesion and will. Standards must be designed to meet combat requirements and maximize the potential for success in operations. A common level of performance and task execution is therefore required of every member of a given unit or organization. Where standards fall below what is demanded or fail to meet operational requirements, corrective action must be immediately taken. This is especially necessary in the case of leaders who fail to meet or inconsistently apply standards. At the same time, merely meeting the standard is not enough; Canadian soldiers are expected always to strive to exceed established standards, including training for and being able to carry out duties and responsibilities at least one rank up. This practice enables the army to meet the demands of rapid expansion and

mobilization, as well as possess redundancy in vital leadership and combat skills.

- **Self-Respect**. A good reputation and positive self-image fosters high morale, self discipline, individual courage and other personal characteristics which build cohesion and the will to win. Thus, soldiers who are self-respecting will readily eschew drugs, alcohol abuse, anti-social conduct and other self-indulgent or nihilistic behaviour which is anathema to military professionalism and, indeed, to civilized society. The development of self-respect comes from personal accomplishment in having done something to be proud of, including competing and winning both as an individual and as part of a team. It is reinforced by taking pride in one's drill, dress and deportment; possessing sound moral and ethical convictions; earning and being accorded trust; being physically fit through sports and tough demanding training; receiving interest, concern, and loyalty from peers and superiors; and being granted public recognition and appreciation for individual effort and performance.
- **Defence Management Policies**. Management is a function of command and should never be confused with it. On its own, it is the science of employing resources, people, material, time, and money in the efficient and effective accomplishment of a mission. For purposes of developing cohesion and will, it is best effected by empathetic leadership. It entails instituting training, personnel and other policies which build morale and *esprit de corps* while reinforcing professionalism and the military ethos. It further requires actions which recognize the needs of individual soldiers including their families and which address the exigencies of service life. Defence management policies must especially ensure for the continuing care and concern of those wounded or injured in the course of their service.
- **The Regimental System**. Institutionally, Canada's army is organized on a corps/branch and regimental basis commonly known as the regimental system. This is a time-proven method of military organization whose antecedents date

back to the Roman legions and even earlier. The regimental system is of critical importance to the army as it is within the regiment or branch that the military ethos is most visibly embodied and practiced. Its utility and value further lies in the strong sense of comradeship it fosters among members of a regiment and in its tribal/familial nature which bonds soldiers in devotion, loyalty and selflessness to each other, contributing powerfully to unit cohesion. Deriving from the regimental system of the British Army, the Canadian variant reflects Canadian values, history, geography, and the particular character of the Canadian soldier. The regimental system is most effective and valuable in wartime. In peacetime, it must be carefully managed to ensure that it does not assume greater importance than the corporate well-being of the army as a whole, nor unduly favour or prejudice individuals in lieu of merit. Regimental considerations must never be allowed to impinge on professional or operational requirements; nor should the regimental system be embraced in a way which might fragment or weaken the army's need for institutional cohesion.

- **Adequacy of Resources**. As demonstrated by the Canadian Corps in the First World War, possessing weapons, equipment and material, in adequate quantity and quality, contributes significantly to developing cohesion and superior will in a force. Without such resources force cohesion becomes difficult to sustain, individual will is affected, and the likelihood of success reduced. Although moral factors, in general, are key to operational success, wars can never be fought nor operations conducted on a moral basis alone, especially against a capable, determined and better equipped opponent.

Role of Senior Army Commanders. Senior army commanders occupy positions of high leadership, authority, and trust. As such, they are responsible for all aspects of the army's moral and physical well-being. Hence, senior commanders must set good personal and professional example, including being responsible and accountable for their actions and those of subordinates. They must know the operational requirements of the army and the needs of soldiers, and work towards satisfying them. This requires them to take a hands-on approach and become directly involved in operational planning, doctrine development, training, personnel policies, force structuring, and equipment procurement. Being accountable to the Government and, ultimately, the people of Canada for the army's ability to meet assigned tasks, senior commanders must also be personally involved with the operational readiness of formations and units, ensuring that required standards are met. They must also take dedicated interest in the development of the army's future leaders. Wise and careful tending to these responsibilities sustains cohesion, inspires subordinates and lays the foundation for success in operations.

The Moral Contract. In a democracy, the profession of arms implies the existence of a moral contract between the soldier and the broader society which the soldier serves and of which he is part. This contract is one of mutual trust, confidence, support and reciprocity. In Canada, it requires that Canadian Forces' members be provided the tools and resources to do the job expected of them. It also implies that Canadian Forces' members should not be expected to put their lives at risk unnecessarily nor endure undue hardship as a result of performing their duty. Rather, in return for the service they give and the unlimited liability they assume, they should expect to receive approbation and positive recognition from their fellow Canadians. This includes receiving a salary and pension which reflects their professional worth and service, good health care especially for those wounded or injured in the line of duty opportunities for personal development, and appropriate considerations which recognize the unique exigencies of military life and the sacrifices demanded of military personnel and their families. Being unable to participate in the democratic process to the same extent as other Canadians, or to act politically in their own interests, Canadian Forces' members will also always be dependent on their fellow citizens to ensure that their basic rights, interests, and needs are met. In essence, Canadians must be committed to and supportive of their armed forces, viewing them as an important national institution, and one in which they would be proud to have their sons and daughters serve. In meeting these requirements the moral contract between soldier and civilian is fulfilled and the imperatives of military professionalism recognized and supported.

COMMAND AND DUTIES

Introduction. The army's professionalism, its practice of the military ethos, and its degree of cohesion are a function of leadership and command. Command is defined as the authority vested in an individual for the direction, coordination and control, of military forces. In the Canadian army, command carries with it not just responsibility for the efficient conduct of operations and training, but also establishes formal duties and obligations for leaders and followers alike.

Command and Control of the Canadian Forces. The fundamental principle governing the relationship between the

Canadian Forces and the political executive in Canada is control of the military by civilian authorities. The line of authority for this control extends downward from Parliament, Cabinet and the Minister of National Defence. Civilian authority covers all matters related to national defence including personnel, financial and resource management as well as responsibility for the conduct of military operations. The *Constitution Act 1982* established the Governor-General as the Commander-in-Chief of the Canadian Forces, while the *National Defence Act* (NDA) provides for the overall management and organization of the Canadian Forces and the Department of National Defence (DND). Both the Canadian Forces and the Department of National Defence exist as separate entities under the Minister, but operate closely together out of an integrated National Defence Headquarters (NDHQ) and elsewhere. The command structure of the Canadian Forces and the army's place in it is illustrated at Figure 2.

Cabinet Defence Responsibilities. The *National Defence Act* assigns the following responsibilities to the Governor-in-Council (Cabinet) regarding defence matters:

- appointment of the Deputy Minister of National Defence, the Judge Advocate General and the Chief of the Defence Staff;
- promulgation of regulations for the organization, training, discipline, efficiency, administration and good government of the Canadian Forces;
- declaration that a national emergency exists or is imminent and calling out the Canadian Forces to perform such service as the Minister of National Defence may authorize;
- by Order-In-Council, placing the Canadian Forces on active service anywhere in or beyond Canada at any time.[2]

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2. When the Governor-in-Council places any component or unit of the Canadian Forces on active service, Parliament must meet within 10 days, at which time the Order-In-Council is subject to debate and approval.

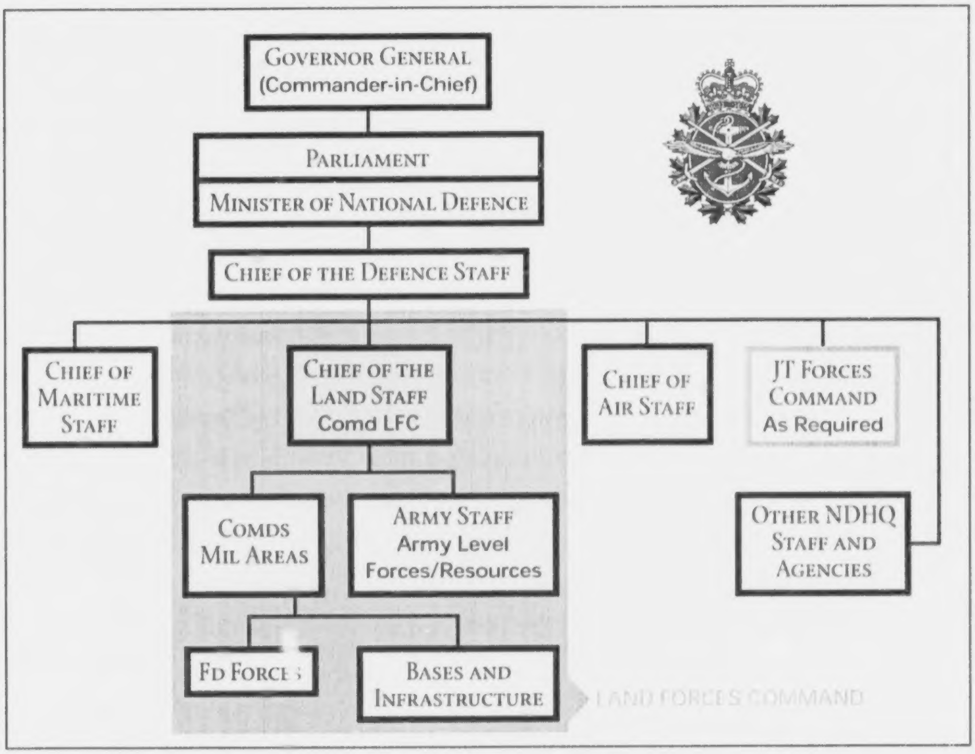

GOVERNOR GENERAL (Commander-in-Chief)
PARLIAMENT
MINISTER OF NATIONAL DEFENCE
CHIEF OF THE DEFENCE STAFF
CHIEF OF MARITIME STAFF
CHIEF OF THE LAND STAFF Comd LFC
CHIEF OF AIR STAFF
JT FORCES COMMAND As Required
COMDS MIL AREAS
ARMY STAFF Army Level Forces/Resources
OTHER NDHQ STAFF AND AGENCIES
FD FORCES
BASES AND INFRASTRUCTURE
LAND FORCES COMMAND

Figure 2 — Army Command And Structure Within The CF

The Minister of National Defence. The Minister of National Defence is accountable to Parliament for the management and direction of the Canadian Forces, including the raising and disbanding of units, and of all matters related to national defence. The Minister is the senior civilian authority exercising control of the armed forces through the Chief of the Defence Staff. It is the Ministers duty to implement the Governments defence policy and to represent the interests of the Canadian Forces to Parliament and the people of Canada. The Minister draws on policy advice and other support from the Deputy Minister of National Defence the senior civil servant in the Department and the Chief of the Defence Staff, who is the senior military advisor to the Minister as well as to the Government as a whole.

The Chief of the Defence Staff. Section 18 of the *National Defence Act* provides that the "...Governor in Council may appoint an officer to be Chief of the Defence Staff ... who shall ... be charged with the control and administration of the Canadian Forces". This section further states that all orders and instructions to the Canadian Forces shall be issued by or through the Chief of the Defence Staff. The act also obliges the Chief of Defence to respond directly to the request of the Attorney General of any province for the services of the Canadian Forces in aid of the civil power. The Chief of Defence is accountable to the Minister for the conduct of Canadian Force's activities, as well as for the condition of the forces and their ability to fulfil military commitments and obligations undertaken by the Government.

Command Within the Army. *Queen's Regulations and Orders for the Canadian Forces* prescribe that command in the army is vested in the Chief of the Land Staff and in Land Force Area Commanders, Formation Commanders, and the Commanding Officers of bases, units and designated elements.

Chief of the Land Staff. The Chief of the Land Staff is recognized as Commander of the army and exercises this command in accordance with Canadian Forces' Organization Orders and as directed by the Chief of the Defence Staff. He is assisted by the strategic level Land Staff.

Chief of the Land Staffs Responsibilities. The Chief of the Land Staff's first responsibility is the operational readiness of the army, ensuring it is capable of achieving assigned mission and tasks. As such, it is his duty to instil a high standard of military professionalism throughout its ranks, and to advise the Chief of the Defence Staff on the army's moral and matériel requirements. In this regard the Chief of the Land Staff is charged with contributing to and reviewing all national defence and Canadian Forces policies as they affect the army, especially regarding operational planning, equipment, and personnel matters. Within the army, he is responsible for implementing Chief of the Land Staff's orders and directives; ensuring the army's doctrine, training and force development policies are sound; seeking clarification where necessary; and communicating concerns and any associated risks to the Chief of the Defence Staff. If resources for assigned tasks are insufficient, or policies affecting the army deemed flawed or deficient, he must categorically state such, along with the potential consequences which could ensue.

While Chief of the Land Staff will not normally be part of the operational chain of command for Canadian Forces' operations (unless appointed by the Chief of Defence Staff to be an operational level or joint force commander) he plays a pivotal role in planning, mounting and conducting such operations. Thus he also:

- provides forces from existing resources (force generation) as may be required in support of tasks assigned the Canadian Forces;
- translates Canadian Forces strategic and operational level objectives and plans into army tasks;
- provides advice to the Chief of Defence Staff on operational, personnel, and technical matters as they pertain to the army; and
- participates in the Canadian Force strategic-level decision and policy-making process.

Land Force Area Commanders. Commanders of Land Force Areas are directly responsible to the Chief of the Land Staff. They command and are responsible for all Regular and Reserve land forces within their Areas. Their primary role is to generate forces for operations, ensuring that they are trained, ready and available in accordance with prescribed levels. They are also to be prepared to conduct domestic operations (Aid of the Civil Power and Assistance to Civil Authorities) as may be directed, and are charged with effectively managing the matériel resources assigned them.

Formation Commanders. Formation commanders command the army's brigade size and higher level tactical field formations and its Reserve training brigades. In peacetime, unless otherwise designated, they are responsible to Land Force Area Commanders for the discipline, preparedness and effectiveness of units under their command, and for conducting training and operations. During war, or for domestic operations outside their resident Land Force Area, they and their command may be re-assigned to under new operational authority as required.

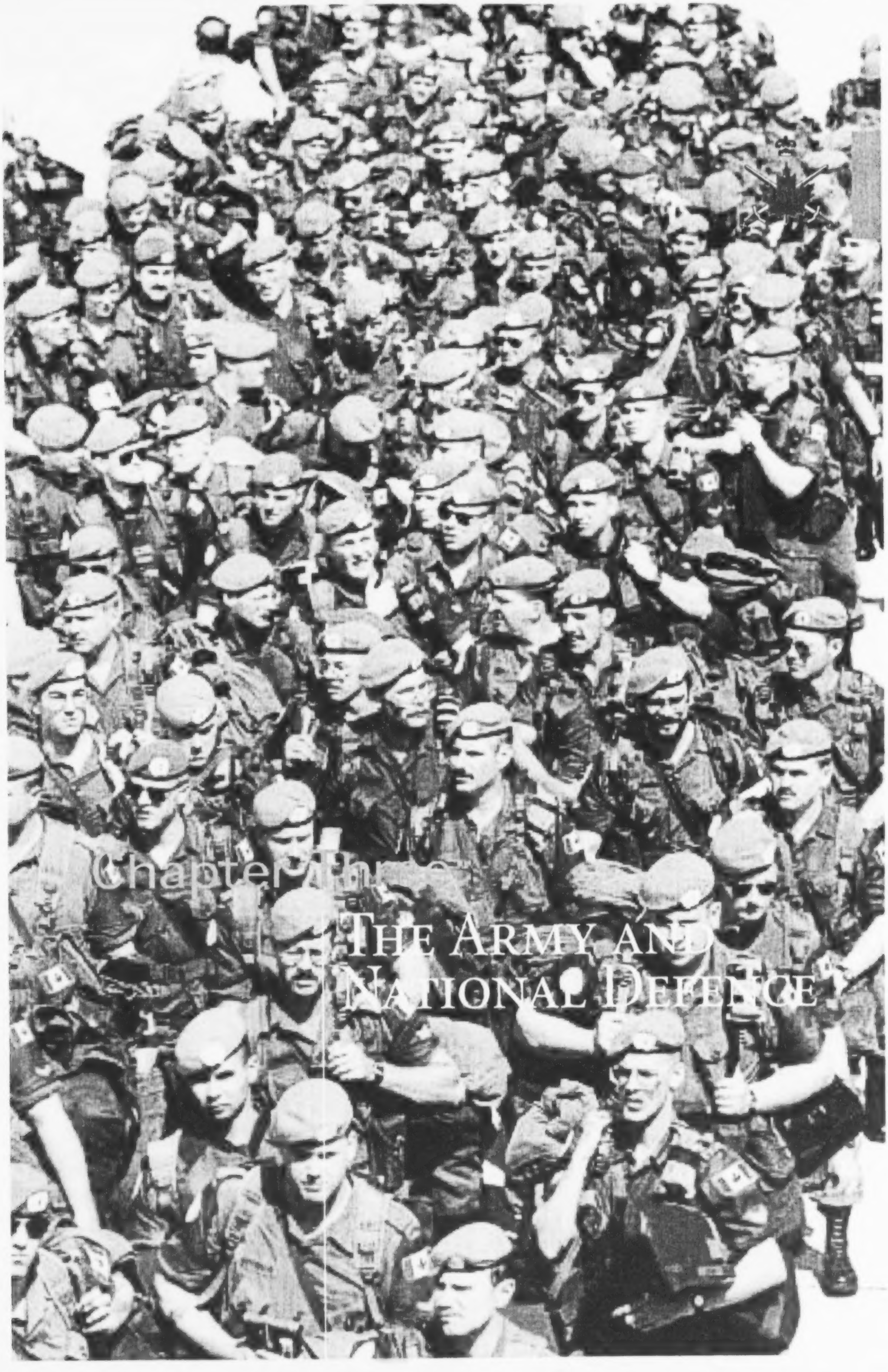
Commanding Officers. Commanding Officers (COs) command units, these being in most cases battalions and regiments of 600–900 soldiers, when at full or warfighting strength. Commanding Officers occupy, arguably, the most important and influential position of command in the Canadian army. This is because units are where the military ethos is most visibly manifested and applied in the army. The unit is also where the army's moral and physical components demonstrably come together, the battalion or regiment being the crucible in which combat potential is transformed into combat power. This transformation occurs in large measure through the direct and personal actions of Commanding Officers who bring it about through the combination of leadership and their talent in the art and science of war. While effecting this transformation is the duty of commanders at every level, it is Commanding Officers who are assigned the most critical role. This is because they occupy the highest command level where it is still possible for a commander to know by name all of the officers, warrant officers, non-commissioned officers and, in some cases, even the private soldiers in the unit. When soldiers are known by their Commanding Officer who at the same time leads and inspires them by personal example this shapes their fighting spirit, instils cohesion, engenders superior will and, ultimately, can enable them to achieve what might otherwise be considered impossible. Hence, it is also the unit level of command whereby matériel deficiencies can often be compensated for, and the friction of war overcome. It is the level where success can often be achieved by the sheer will and determination of soldiers following a Commanding Officer in whom they have absolute faith, confidence, and trust. The first duty, then, of Commanding Officers is to master their command, developing themselves and their subordinates to the peak of professional proficiency. At the same time, Commanding Officers are strictly bound to ensure the care and well being of their most precious asset their soldiers while always working to ensure that they are properly supported on operations and that they are never wasted on pointless tasks or used for self-serving purposes. Hence the careful selection of Commanding Officers is of utmost importance.

Officers. The first duty of a Canadian army officer is to lead, whether as a Second Lieutenant commanding a platoon, or as a Lieutenant General at National Defence Headquarters. The second is to pursue self-improvement and professional development in order to become expert in the profession of arms. To be good leaders, officers must be models of professional excellence, displaying absolute and uncompromising integrity of character, taking responsibility for their actions and being accountable for the actions of those in their charge. If an officers integrity is compromised, he or she will be unable to maintain the bond of trust upon which their leadership relies. All officers must live by the precepts of the military ethos set forth by the army, and in a spirit of fraternity which is anchored on service to the nation and care of subordinates. On operations, the ultimate measure of an officer's worth is the ability to carry out dangerous tasks successfully, at minimum cost. When an officer is given a mission which he or she feels will result in unusually high or unnecessary casualties the officer must, as Currie did at Passchendaele, seek additional resources or request to have the mission modified.

Warrant and Non-Commissioned Officers. Warrant and Non-Commissioned Officers have rightly been called the backbone of the army. They are the link connecting soldiers to their officers and officers to their soldiers. Their role is to translate the intentions of commanders into action. Because of their experience, maturity and knowledge, Warrant Officers and Senior NCOs serve a special function. They must not only set the example in matters of discipline, drill, dress and deportment, but they also have an important responsibility in teaching newly joined officers hands on skills in the mechanics of soldiering and leadership. This includes offering advice, helping solve problems, and providing feedback and information. In their responsibilities both up and down the chain of command, Warrant Officers and NCOs must strive to develop a rapport that is based on honesty, trust respect and candour. This is facilitated by being mindful of their personal honour and that of their regiment or branch. In this regard, Warrant Officers and NCOs are expected to know, observe and enforce all regulations, rules and instructions pertaining to their duties and to show a proper sense of their rank, status and responsibilities at all times.

Private Soldiers. Private soldiers are required to work, learn, and train hard, and to carry out all orders and tasks to the best of their abilities. As full members of the profession of arms, they are expected to conduct themselves as befits such membership, and to live by the tenets of the military ethos and its application within the army. Hence, their actions, conduct, and deportment must at all times reflect credit on themselves, their comrades, their regiment, the army, and Canada itself. Application of disciplined initiative for which the Canadian soldier is renowned is also demanded. In return, private soldiers have the right to be well and properly led, to be adequately trained and equipped to do the tasks they are given, to be accorded trust and respect, to be appreciated for their efforts, and to know that their welfare will be tended to by their superiors.

Conclusion. Canadian soldiers are members of an honourable and noble profession, serving their country with unlimited liability and embracing an ethos founded on Duty, Integrity, Discipline, and Honour. This service further implies a moral contract of reciprocal obligations between soldiers and their fellow citizens. Because conflict is morally and physically based, the army comprises moral and physical components. It is the proper development of and balance between these components which provides force cohesion and engenders in soldiers the superior will required for success. Although moral components form the basis of military professionalism and are the decisive factor in operations, cohesion and superior will are also dependent on the army possessing adequate weapons, equipment and matériel. The army's effective functioning in peace and war will also depend on the proper execution of command and fulfilment of duties at every rank level, particularly that of Commanding Officer. Together, all of these elements provide for an army that is well led, highly professional, and which serves Canada with dedication, honour and pride.



Chapter Three

THE ARMY AND NATIONAL DEFENCE

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THE ARMY AND NATIONAL DEFENCE

The safety, honour and welfare of your country comes first, always and every time. The honour, welfare and comfort of the men you command come next. Your own ease, comfort and safety come last, always and every time.

– General Jacques Dextraze

CANADIAN DEFENCE POLICY

Introduction. Ensuring the security of Canadians and providing for defence of the nation is the most important responsibility of the Government of Canada. Security and defence, however, are never considered in isolation from other matters of state. Policies are shaped by domestic and international developments and by Canada's relative power as a nation. Canada's interests may be threatened by the actions of other states, or even challenged internally. In formulating defence policy, the full range of security and defence requirements are assessed in conjunction with Canada's ability to influence and, ultimately, resolve issues on terms most favourable to national interests. The first such interest is the progressive development of the political, economic and social well-being of all Canadians, now and in the future. This, however, can only be achieved in an environment of peace and security.

Policy Basis. Inherent in formulating Canadian defence policy is the belief that:

- the rule of law must govern relations between states;
- Canada's own security is linked inextricably to that of its allies; and
- Canadians have a strong sense of international responsibility to promote peace, alleviate suffering, support justice and human rights, and respond to situations where their efforts can make a difference.

Defence Objectives. Defence objectives are established with these factors in mind and in consideration of Canada's domestic and international requirements. The relative priority attached to realizing them derives from an analysis of the global security environment (see Chapter 4) and the means Canada has to influence it. Generally, since the end of the Second World War, Canada's defence objectives have encompassed three broad imperatives:

- First, providing for the defence of Canada and protection of Canadian sovereignty, including securing conditions for economic prosperity and the continuation of peace, order and good government.
- Second, meeting Canada's defence needs through collective security arrangements with allies, notably bilaterally with the United States for the defence of North America, and multi-laterally through membership in the North Atlantic Treaty Organization; and,
- Third, contributing to global stability and peace through membership in the United Nations and other organizations which have international co-operation and the peaceful resolution of disputes as their focus. This includes Canadian participation in international peace support operations, arms control verification and humanitarian assistance efforts.

Canada's Strategic Environment

Historic Overview. For most of Canada's existence, its defence needs have been satisfied by a favourable geo-strategic location (being removed from major areas of conflict), and by the maintenance a set of beneficial political relationships, first with Great Britain and then with the United States which, except for the two World Wars, negated any requirement for major defence outlays. Thus, from the period of Confederation up to the First World War, membership in the British Empire and the protection afforded by the Royal Navy, coupled with improving relations with the United States, enabled Canada to develop and prosper, generally free from serious security concerns. At the same time, certain cultural similarities, shared democratic ideals, expanding trade, and significant population intermixing resulted in a strong friendship taking root between Canadians and Americans. Accompanying these factors was the recognition that Canadian and American strategic security interests in North America were indivisible. This understanding was formalized in 1940 and 1941 with the Ogdensburg and Hyde Park Declarations whereby both countries pledged themselves to shared responsibility and effort for continental defence. A Permanent Joint Board on Defence was established along with an associated Military Co-operation Committee. Under the auspices of these bodies, senior military staff of the Canadian and US armed forces continue to meet to discuss matters of mutual interest and concern, including ensuring currency of the Canada — US Basic Security Plan. This important bilateral relationship, along with Canada's historic military ties to the Commonwealth, is further enhanced by Canada's membership in the ABCA forum which links America, Britain, Canada, Australia and New Zealand in military standardization matters.

Canada and NATO. A pillar in Canadian defence policy since 1949 has been the North Atlantic Treaty Organization (NATO).

War is not merely an act of policy, but a true political instrument ... the political objective is the goal, war is the means for reaching it, and means can never be considered in isolation from purpose.

– Clausewitz, *On War*

NATO was Canada's first line of defence throughout the Cold War. Significant contributions to land, sea and air forces were made, enabling Canada to play an influential role in the formulation of Western defence policy. Since the end of the Cold War, NATO has transformed itself into a major force for peace and stability by redefining Western security strategy in terms of East-West partnership rather than confrontation. This transformation includes a new set of security functions emphasizing crisis management, and a revamped military structure based on smaller forces and a rapid reaction capability. Reaching out to the East, NATO has created the North Atlantic Co-operation Council which brings together all NATO members, former Warsaw Pact countries and the successor states of the Soviet Union in a forum for peace-building and security co-operation. NATO's Partnership for Peace programme has also enhanced co-operation and confidence-building through joint military exercises and personnel exchanges. The Organization for Security and Co-operation in Europe, of which Canada is a member, has designated NATO as its peacekeeping and peacemaking arm, further affirming the alliance's continuing importance. In looking to the future, NATO has embarked on a policy of careful and gradual expansion to accommodate the desires of the former Warsaw Pact countries to become members of the Alliance. NATO views such expansion as an important means of solidifying the democratic institutions in these nations, further enhancing peace and security in Europe. Canada strongly endorses these policies and remains a committed member of NATO, seeing it as valuable mechanism for preventing the "re-nationalization" of defence, and for shaping a new pattern of security relationships for the 21st Century.

Canada and the United Nations. Since the founding of the United Nations (UN) in 1945, Canada has endeavoured to make this body of nearly 200 members an effective instrument for international peace and security. This has included contributing elements of the Canadian Forces to virtually every peacekeeping operation the UN has sanctioned or undertaken.[3] As Canada considers an effective UN organization to be essential for global harmony and progress, it will continue to feature prominently in Canadian foreign and defence policy.

Threats and Challenges to Peace. Although the Cold War has ended, new threats and challenges to global peace have arisen which Canada and its allies cannot afford to ignore. This includes an international security environment marked by increasing fragmentation, conflict and unpredictability. Of particular concern is a rise in ethnic nationalism leading, in some cases, to dissolution of states, and in others to the creation of more "ethnically pure" political entities. In some instances, these events have occurred peaceably (as in the former Czechoslovakia) but many others have been characterized by violence and anarchy — former Yugoslavia, Rwanda, and some of the republics of the former USSR representing the most disturbing examples. Concurrently, worsening economic disparities between developed and underdeveloped countries, increasing competition for scarce resources, environmental degradation, and significant shifts in global demography are all affecting the international security environment. Some of the most significant of these developments and their potential effects are as follows:

- **Failed States, Wars and Civil Wars.** Among the most difficult security challenges are the collapse of states and the eruption of wars and civil wars fuelled by ethnic hatred, religious intolerance and political extremism. When these conflicts have genocidal undercurrents or potential to involve other states, the problem is all the greater. Examples as diverse as former Yugoslavia, Afghanistan and central Africa — all where Canadian soldiers have served — illustrate

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3. Canada has also participated in a number of non-UN sponsored peace support operations, most notably in the International Commission for Control and Supervision in Vietnam and the Multinational Force and Observers in the Sinai. United Nations organization to be essential for global harmony and progress, it will continue to feature prominantly in Canadian foreign and defence policy.

the trend to ungovernability in many parts of the world. Of particular concern are the territories of the former Soviet Union, where historic and nationalistic rivalries and grievances have re-surfaced, undermining attempts at democracy and economic reform. In Russia, many factors, including political uncertainty, crime, corruption, and growing disparities in wealth, carry in them the seeds for major social and political upheaval with potential for spillover into Eastern Europe. Militarily, Russia still has potentially powerful armed forces, and any movement towards returning to a hard-line authoritarian or ultra-nationalistic regime would pose a serious conventional and nuclear threat to neighbouring states. Meanwhile, long-standing disputes in the Middle East, Latin America and East Asia will continue to threaten regional and international stability.

- **Weapons of Mass Destruction Proliferation.** While significant progress has been achieved in the elimination, reduction and control of various categories of weapons of mass destruction, a number of states are continuing efforts to develop or acquire them. This development could have grave consequences should conflict occur among states possessing, nuclear, chemical or biological weapons.
- **Conventional Weapons Developments.** Modern, sophisticated weapons of all types — including some approaching the destructive power of small nuclear weapons — continue to be produced, and are entering the arsenals of even developing nations. The widespread availability of these and other lethal technologies reduces the likelihood of limiting the duration and scale of regional conflicts and will make peace enforcement operations more dangerous and costly. This development could have grave consequences should conflict occur among states possessing nuclear, chemical, or biological weapons.
- **Political and Social Trends.** The post Cold War era is characterized not only by a dramatically changed international security environment but, equally, by major changes in the political, social and cultural aspects of societies,

including Canada. These developments include trends to greater social fragmentation and polarization coupled with competing demands on political and other institutions. These trends bear watching — especially those which challenge democracy, have the potential for violence, or which threaten the general peace.

- **Environmental and Demographic Trends.** Desertification of arable land, reduction in the earth's ozone layer, and depletion of natural resources are all having varying effects on global climate, food production and the distribution of wealth. The increasing inability to deal with new strains of old diseases such as tuberculosis, malaria and even simple infections, is also a worrisome development, as is the continuing spread of AIDS which threatens whole populations in parts of Africa and Asia. Rapid population growth in developing nations paralleled by negative birth-rates in the West and uneven distribution of global wealth and resources will cause increasing migration of people from poorer to richer countries. All of these developments will place strains and demands on individuals and societies, as people attempt not merely to maintain a reasonable quality of life, but in many cases simply to survive.

Summary. This assessment should not be interpreted as an approaching doomsday scenario, but rather as a discussion of important factors and trends in the overall security environment which bear watching. Certainly, the global harmony and progress which many people had hoped would follow the end of the Cold War is not forthcoming. Although the possibility of global nuclear war has diminished, a new set of problems has emerged, bringing with it potentially serious and undesirable outcomes. For Canada, these trends and developments will bear careful watching and prudence, including maintenance of a national capacity to deal with them. In this respect, the army will remain a valuable asset by expanding the range of options available to Canadians for meeting the security challenges which lie ahead.

THE ARMY'S MISSION AND TASKS

General. Although the current global situation gives cause for concern, Canadians have always risen to challenges to their security and can be expected to do so in the future. This expectation is reflected in the army's mission and tasks which will frame the army's operations and govern its activities into the 21st Century.

The Army's Mission. Within the overall responsibilities assigned the Canadian Forces, the army has been given the following mission: *to generate and maintain combat capable, multi-purpose land forces to meet Canada's defence policy objectives.*

Mission Objectives. This broad mission is broken down into a number of mission objectives. They include:

- **Defence of Canada.** This objective calls for deterring threats to and defending Canadian territory, the maintenance of Canadian sovereignty, and provision of military support to civil authorities.

- **Defence of North America.** This objective calls for defence of the North American continent in co-operation with the military forces of the United States in accordance with standing continental defence arrangements.
- **Contributing to International Security.** This objective calls for participation in multilateral land or joint operations anywhere in the world under the auspices of the UN or NATO, or as part of a coalition of like-minded nations. It may also involve humanitarian aid and relief efforts, restoration of stability, or participation in arms control and other confidence building measures.

Assigned Tasks. Flowing out of the above mission objectives are specific tasks or capabilities that the army is assigned. The major ones are:

- Being prepared to conduct military operations in defence of Canada and protection of Canadian sovereignty;
- Being prepared to conduct continental defence operations with US forces in accordance with the Canada-US Basic Security Plan, including command and control of such forces on Canadian territory;
- Providing forces for operations in the defence of NATO member states in fulfilment of Canada's treaty assigned collective defence obligations;
- Maintaining plans and resources to activate a joint headquarters for command and control of Canadian Forces operations within Canada; or alternatively, to provide personnel augmentation to any other Canadian Forces headquarters that may be activated for domestic operations;
- Maintaining Immediate Reaction Forces for domestic operations in aid of the civil power or assistance to civil authorities;
- Maintaining capability to conduct land-based surveillance within Canadian territory;
- Being prepared to contribute humanitarian assistance and conduct of disaster relief operations at home and abroad;

- Providing sustainable combat and combat support forces for contingency operations any where in the world in support of government policy;
- Having available sustainable combat and combat support forces as part of Canada's contribution to UN Standby Arrangements;
- Providing individuals for UN military observer duties and to assist in arms control verification and other tasks in support of Canadian foreign policy;
- Being prepared to assist in the protection and evacuation of Canadians from areas of conflict.

Conclusion. The army provides Canadians with a vital response capability for dealing with unforeseen national and international events. Although Canada's direct territorial defence requirements are satisfied through partnership arrangements with the United States and by membership in NATO, the requirement remains for Canada to possess its own standing, combat capable army of credible size, backed up by effective reserves and sound mobilization plans. Such capability enables Canadians to accept the responsibilities inherent in being a free and sovereign people, and to preserve their rights and privileges. This is especially true in light of the current and projected security environment. The army serves to demonstrate that Canadians have the means, as well as the will, to protect and project their interests in an increasingly disordered and unpredictable world.

Chapter Four:

THE NATURE OF CONFLICT

[4]

THE NATURE OF CONFLICT

THE SECURITY ENVIRONMENT

Introduction. The modern security environment is exceedingly complex, being a function of the inter-relationships and degree of harmony existing among or between individuals, groups, societies and states. A particular security environment will always be one of peace, conflict, or war, or a combination of these.[4] While individuals may act for reasons of altruism, nations generally act in their own self-interest, including the pursuit of political, economic, ideological and cultural objectives. When the self-interests of groups or nations are in harmony, or at least pose no real or perceived threat to each other, there is peace. When they are not, and the actions or policies of one are viewed as threatening the vital interests of another, a state or condition of conflict arises. Conflict between or among nations, unless minimized, resolved or contained, can quickly escalate in nature and scope, including evolving into war. Similarly, states affected by serious and continuous internal conflict may find themselves on the road to dissolution and even civil war. In all cases, conflict and war have the potential to increase in intensity and violence, affect third parties, and may involve dehumanizing and genocidal undercurrents. For this reason, every effort must be made to reduce the causes of conflict and, where it has broken out, to prevent its spread and escalation. In the modern security environment, professional armed forces fulfil a vital role by possessing the capability to manage conflict and restore peace in an effective, disciplined, and morally legitimate manner.

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[4] For example, a state may be in internal conflict but at peace with its neighbours.

Peace. Among and within nations, peace is defined as the absence of violence — direct or indirect, manifested or threatened. While peace and the peaceful resolution of conflicts are the desired norms, the reality is that peace is often a temporary and fleeting condition. To be enduring and genuine, it must be based on mutual respect, shared interests and common values. In the international arena, however, peace is most often the result of one state manifesting a superior political will which is backed by a preponderance of force and is militarily unchallenged by others; or it results from a balance of power and agreed political spheres of interest, such as occurred in Europe between the United States and the Soviet Union during the Cold War. In either case, despite the paradoxical implications, peace is ultimately sustained by and dependent upon the willingness of states to use force to preserve it, as well as restore it, when lost.

Conflict. The essence of conflict is a violent clash between opposing human wills, each trying to impose itself on the other.

Thus, the object of conflict is to impose one's will on an opponent or adversary. In interstate, and even intrastate conflict, the means to impose will include diplomatic, economic and political mechanisms, as well as the application or threat of violence by military force. It should be understood, however, that in an environment of conflict, military action is but *one* tool among several which may be used by a state or group to impose will. The desired goal or policy objective should be obtained, preferably, by non-military means. Should it not be possible for a state or group to impose will without recourse to force, the conflict has potential to escalate in intensity and scope, including war.

The causes of conflict are as old as human history. They are often based on territorial disputes, especially over resources. They are exacerbated by human behaviour and emotions such as fear, greed, hatred, and ambition coupled with political, economic, ethnic, nationalistic, and other interests. Most conflicts in the current security environment tend to be internal to states, and ethnically or tribally based (such as the case in Cyprus, Northern Ireland, former Yugoslavia, and many countries in central Africa). Open conflict between or among states is less common because of international mechanisms in place to resolve or limit disputes and because of its potential to lead to undesired war. Where inter-state conflict has existed over long periods, and has not been peaceably resolved or decisively decided by force — such as that between Israel and Syria, and between the two Koreas — it is generally contained by other factors in play, such as the influence of a major power. Containment notwithstanding, an environment of conflict is inherently unstable, requiring continued effort to manage it. This includes third party guarantees and, frequently, direct outside military intervention in the form of United Nations peacekeeping or multinational coalition operations.

War. War is both an escalation and evolution of conflict, and has a clearly defined political character.[5] It is a strategic-level political and military condition involving the application of a nation's military and other resources against an enemy to achieve a political end. The object purpose of war is the winning or restoring of a peace which meets the political conditions or end state set forth by the political leadership. War is prosecuted through strategy which aims at defeating the enemy's armed forces which support and sustain his political structure and will to fight. Unlike in conflict, diplomacy has a much less prominent role to play in war. This is because in embarking on a policy of war, the political authority consciously decides to achieve the desired end state by military decision. Diplomacy, however, may come to assume greater importance during conditions of military stalemate, or in a war's later stages when it is may be necessary to establish terms of an armistice or surrender.

Objectives and Means in War. War occurs when diplomatic and other negotiation mechanisms for resolving conflict or achieving desired political objectives are, for whatever reason, not operative, and political aims and strategies are pursued by armed force. War may be fought for limited objectives and entail limited means; or it may be "total," involving the full resources of a state and seeking complete subjugation of an enemy. For this reason, war is qualitatively and quantitatively different from conflict.

Political Purpose and Moral Commitment. Engaging in war is the ultimate political and military act that can be undertaken by a state or group since it invariably involves great risk, including incurring defeat and suffering catastrophic destruction of one's own side, as occurred with Germany and Japan in the Second World War. This risk is even greater today should nuclear weapons be used. Disengagement from war is also difficult because once war is started, it develops its own unpredictable dynamic which must run through to conclusion. Hence, preparation for war and its con-

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5. In another sense, war may also been seen as a category or subset of conflict. It is the distinct political dimension of war, which may or may not exist in conflict, which leads us to categorize war as a condition and activity distinct from conflict.

duct in all of its phases must be rationally guided by meaningful political purpose. At the same time, a country at war requires total support and commitment from its citizens, including willingness to sacrifice and endure. Without such national moral commitment, it is unlikely that the war objectives a state is seeking will be attained.

Policy Aims in War. Activities in war may range from intense battles between large military forces backed by an official declaration of war and involving the fully mobilized resources of states, to covert hostilities which barely reach the threshold of violence. Because of war's horrific potential and its generally unforeseeable and unwanted consequences, every reasonable measure to resolve disputes and preserve peace must be exhausted before embarking on war. While war is always to be reviled, democratic societies must, nonetheless, be prepared to engage in it if the cause is manifestly just and there is no other alternative, as was the case confronting Canada when it declared war on Nazi Germany in September 1939. It is crucial, however, that before Canadians engage in war, the political aim or objective being sought is clearly understood, and that the political and military strategies identified to achieve it are correct and appropriate. This includes thorough assessment not only of the costs and risks involved, but also of the moral and political consequences of acting or failing to act.

The Soldier's Perspective. Since the end of the Second World War, Canadians have participated in two limited wars, both to resist or defeat aggression — that in Korea 1950–1953, and the Gulf War against Iraq in 1991. Mostly, however, Canada has been involved in conflicts — not directly as an adversary or a party to a dispute, but indirectly — with Canadian soldiers serving either as peacekeepers or as members of a multi-national coalition, and having the political and military objective of containing conflict and preventing its escalation. It must be emphasized, however, that from the ordinary soldier's perspective, as well as that of tactical doctrine, the intrinsic nature of conflict and war and the manner in which they are conducted are one and the same. Indeed, the differences between conflict and war for the soldier are almost entirely academic. The things that are most relevant and important to soldiers are: the nature of the tasks assigned, especially whether they are involved in a combat or non-combat operation; the Rules of Engagement; having confidence and trust in their leaders; and knowing that they have the full moral and material backing of their fellow citizens.

The Spectrum of Conflict and Continuum of Operations. The security environment within which nations interact can be depicted as a spectrum of conflict which ranges from peace at one end to total war at the other (See Figure 3). It should be noted, however, that the model presented is a theoretical construct and is not designed to formulate specific actions or responses for particular conflict situations; rather it should be seen as an analytical tool for use at the strategic level for helping understand the relationship between peace, conflict and war, and the kinds of military operations that take place within these environments or security conditions.

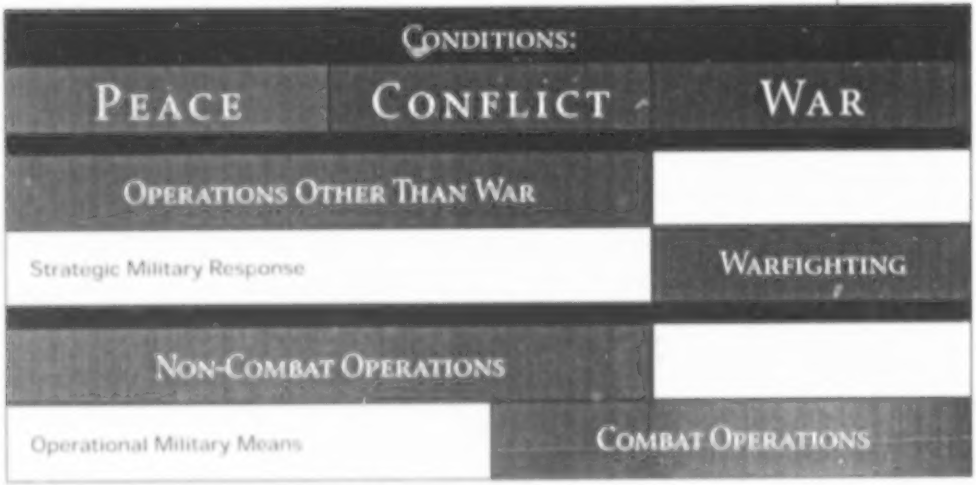

CONDITIONS:
PEACE
CONFLICT
WAR
OPERATIONS OTHER THAN WAR
Strategic Military Response
WARFIGHTING
NON-COMBAT OPERATIONS
Operational Military Means
COMBAT OPERATIONS

Figure 3 — The Spectrum of Conflict and Continuum of Operations

Conflict Escalation. In the above model, all countries can be placed somewhere on the spectrum of conflict, a few enjoying relative peace, while many others are in a state of conflict, or even at war. Although the condition of peace is fairly easily determined, that of conflict — because it also encompasses threats of violence — is a far more subjective matter. In reality, the boundary between peace and conflict is often blurred and frequently crossed. When peace is threatened, it becomes vulnerable. At that stage, if disputes cannot be resolved peaceably, or policy goals are pursued through a strategy of threat or coercion, conflict results. Once a conflict escalates to a level involving armed force, diplomacy and negotiation become more difficult, and willingness to conciliate lessens. Moreover, one or both parties may consider that they have no alternative but to evolve the conflict to war in order to achieve their objectives.

Military Responses. The model will always be open to interpretation regarding where a specific conflict or security problem ought to fit. Its usefulness, however, lies in being able to identify and associate appropriate military responses with a particular security condition or conflict situation. Thus, the strategic military response in conditions of peace and conflict are *operations other than war*; during actual war it is *warfighting*. Operations other than war are very broad in scope and, for the Canadian army, range from assistance to civil authorities at home to peace enforcement operations abroad. Warfighting for the army, on the other hand, is the implementation of national strategy aimed at imposing will on an enemy and achieving national policy objectives through application of decisive military means.

Combat and Non-Combat Operations. The requirement to be able to conduct combat and non-combat operations, often simultaneously, is one of the great complications for armed forces operating in the spectrum of conflict (which is depicted in Figure 3). For example, in former Yugoslavia and Somalia Canadian troops not only carried out armed patrols and escorts, confiscated weapons, and separated belligerents — all combat operations — but also undertook a host of non-combat activities which were considered essential to these missions. These included distribution of relief supplies, re-building schools and clinics, assisting in the re-establishment of public services, and undertaking a variety of other humanitarian and civil support activities. This mix of combat and non-combat operations which characterize operations other than war require clear definition in order that the role and potential tasks of Canadian troops committed to an area of conflict, as well as the risks, are fully understood by civilian policy makers and military planners. Thus, in Canadian army doctrine, *Combat Operations* are defined as: "military operations where the use or threatened use of force, including lethal force, is essential to impose will on an opponent or to accomplish a mission". The actual level of force used during combat operations will be determined by the tactical situation and by the Rules of Engagement. It should be emphasized that combat operations do not necessarily entail the application of violence. Indeed, desired outcomes are often achieved without recourse to force, merely on the assumption that if it came to fighting, an adversary would be defeated or destroyed. *Non-Combat Operations*, on the other hand, are defined as: "military operations where weapons may be present, but their use or threatened use is for self-protection purposes and not otherwise essential to the accomplishment of the mission". Because both combat and non-combat operations characterize an environment of conflict, Canadian soldiers must be prepared, trained and equipped to undertake both kinds of operations.

THE STRUCTURE AND CHARACTERISTICS OF CONFLICT

The manner in which a nation elects to wage war is not only inextricably related to the actual practice of war but also reflects the moral view of the society which it represents.

– John Keegan, *A History of Warfare*

Introduction. While conflict is a condition or state of the security environment, it is also a physical activity involving the application of armed force to impose will on an opponent. In terms of its structure and characteristics, conflict is indistinguishable from war, the difference between the two lying in war's distinct political-strategic function and the decisive military victory it seeks to achieve. Because of the intrinsic similarities of conflict and war, the following discussion of conflict applies equally to war.

Physical and Moral Planes of Conflict. Conflict exists on both physical and moral planes. On the physical plane its characteristics are generally easily seen, understood and measured. These include weapons, technology, force ratios, ground captured or lost, logistical matters and economic, personnel and industrial factors. Of primary importance to the conduct of military operations on this plane are the matériel support requirements for effecting manoeuvre, fire support and force sustainment. Conflict on the physical plane is mostly a science involving management of resources and application of technology. It is directed at wearing down or destroying primarily those matériel capabilities of an opponent which enable him to fight and which help sustain his cohesion and will to resist.

Conflict on the Moral Plane. On the moral plane, conflict is a contest and clash between opposing human wills. Its characteristics are psychological and intangible in nature and centre on the desire and will of an opponent to fight or resist. The factors and elements operative on the moral plane of conflict are often difficult to grasp and impossible to quantify. Among nations they include political leadership, popular feeling, unity of purpose, patriotism, ideology, and national character and beliefs. The Battle of Britain during the Second World War, particularly the determination of the British people under Churchill to "never surrender," is a striking example of conflict waged on the moral plane. Within an army, the moral plane of conflict relates to force cohesion and the determination and will of individual combatants to achieve victory in battle. Hence, it encompasses combat leadership, discipline, training, motivation, perseverance, morale, *esprit de corps* and everything else which inspires soldiers and provides them reasons to fight.

Decisiveness of the Moral Plane. Because it is human-centred, the moral plane exerts the greater and often decisive influence on the conduct and outcome of conflict. This is also where an army's deficiencies on the physical plane can be compensated, as discussed in Chapter 2. Hence, development of moral qualities, especially those pertaining to command and leadership and the military ethos will always be of paramount importance in the Canadian army. It is on the moral plane that the waging of conflict is an art.

Characteristics of Conflict. It is the clash and interaction of opposing human wills, together with the firepower and destructive capabilities of modern weapons, which gives conflict its violent dynamic and which produces outcomes that are rarely predictable. The principal characteristics of conflict are:

- **Friction.** As Clausewitz states, friction is what makes the apparently easy so difficult, and the difficult seemingly impossible. During conflict, friction can exist on the moral plane in the form of personality clashes among leaders or indecisiveness of commanders; or it may exist on the physical plane in the form of breakdown of vehicles, loss of communications, navigational errors, difficult ground, and bad weather. When such problems are coupled with the interplay and hostile actions of an opponent who is at the same time attempting to impose his will, friction abounds and is what makes the conduct of military operations such a difficult and complex undertaking.
- **Uncertainty.** All actions during conflict occur in an atmosphere of uncertainty. Despite the revolutionary advances in information processing and data management, knowledge, information and intelligence about an enemy or situation will remain finite and subject to probabilities. The "fog of war" is real and pervasive, generating anxiety and restricting effective decision-making. Uncertainty is reduced by developing a climate of trust between leaders and subordinates; applying military judgement, experience, and intuition to situations; having simple, flexible plans and good standing

orders and operating procedures; ensuring that orders and the intentions of commanders are clearly articulated and understood; and by fostering in subordinates initiative and independence in thought and action.

- **Actions and Reactions.** Conflict manifests a continuous series of actions, reactions and situational changes as the principles of war (see Chapter 5) are applied. New challenges and difficulties continually arise, along with opportunities for exploitation. The tempo or pace of operations will be dependent on the ability of a force to accelerate or decelerate its activities, including synchronizing combat functions, to meet an ever-changing situation.
- **Violence and Destruction.** The waging of conflict is an intrinsically violent and bloody affair producing destruction, terror, suffering and death for combatants and non-combatants alike. The means and weapons used in modern conflict are extremely lethal, while the employment of nuclear and biological weapons risks annihilation of all humanity.
- **Human Dimension.** Because conflict is a clash of opposing wills, it is affected throughout by human behaviour. The ability of units to maintain cohesion, and for individual soldiers to fight effectively in the terrible maelstrom of battle, will determine the extent and scope of their success or failure. The impact of leadership, especially the personal will of commanders and the example they impart, is also critical. The performance of leaders will be further affected by their own understanding of and reaction to events. Hence the requirement for leaders who are physically and mentally tough, and soldiers who are fit, robust, and possess strength of character and determination to win.

Levels of Conflict. Conflict is waged at three levels — the strategic, operational, and tactical. Each level is defined according to the nature and purpose of the military operations being conducted and the outcomes they are intended to achieve. They are not dependent on the size of the forces engaged or the level

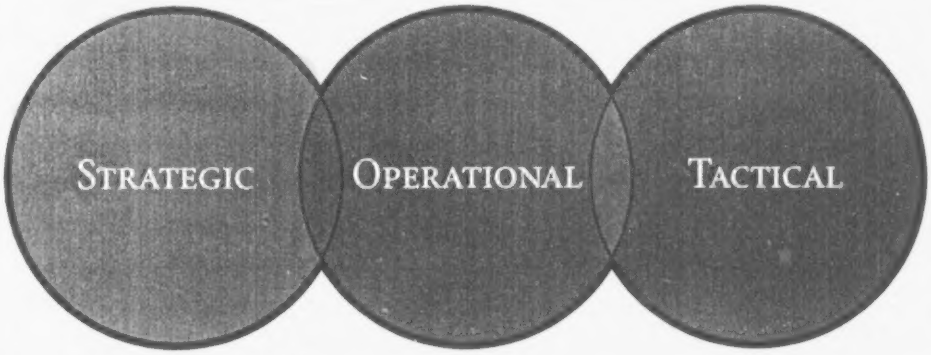


Figure 4 — Levels of Conflict

of command involved. Although the levels of conflict form a hierarchy, there are no sharp boundaries, and they often overlap, as depicted at Figure 4.

- **Strategic Level of Conflict.** Conflict at the strategic level entails the application of a country's resources — moral, economic, scientific, technological, and military — to achieve political objectives which are critical to the national interest. The strategic level of conflict establishes national military aims, provides direction, crafts strategy, allocates national resources, and imposes conditions and limitations on the military actions to be undertaken.
- **Operational Level of Conflict.** The operational level of conflict links the strategic and tactical levels. It is at this level that military campaigns and major operations are planned, conducted and sustained to accomplish strategic objectives within theatres or areas of operations. Activities include commanders deciding when, where, and under what conditions to apply force and engage in or decline battle, always with reference to the strategic aim. The operational level of conflict entails sequencing tactical events to achieve operational objectives, and initiating actions and applying resources to bring about or sustain those events. Military actions at the operational level are usually joint (involving more than one service); and often combined (involving the armed forces of more than one

country). They may also include Special Forces operations. A key characteristic of the operational level is its effort to link together, coordinate and expand assorted and limited tactical level actions into operational and even strategic level significance.

- **Tactical Level of Conflict.** The tactical level of conflict is where subordinate commanders plan and conduct battles and engagements within the operational level campaign effort. Activities focus on integrating and applying combat functions such as firepower and manoeuvre to defeat the enemy at a particular time and place, and the immediate exploitation of success. It is at the tactical level of conflict where combat and non-combat operations are carried out.

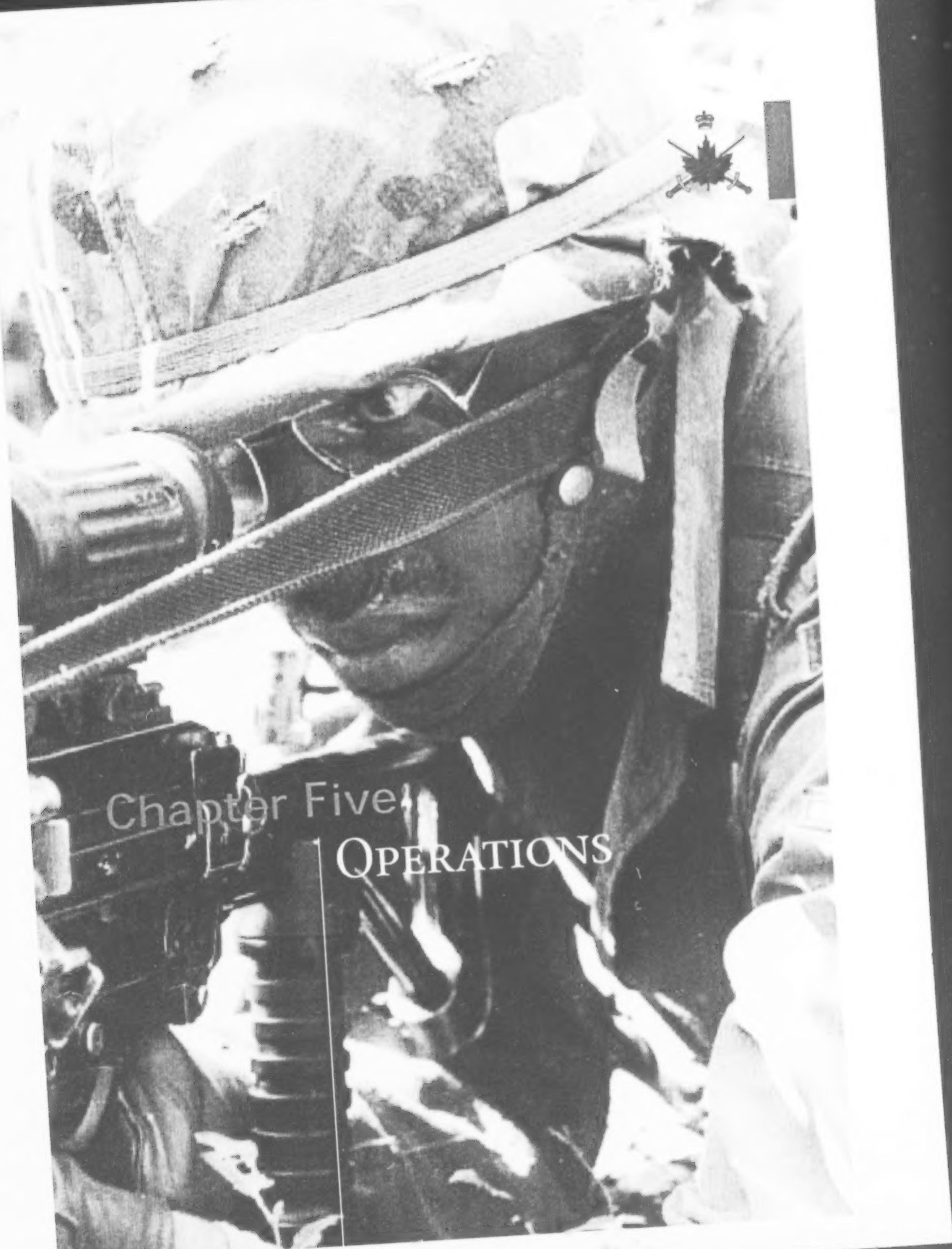
The Concept of Intensity. Intensity describes the frequency and degree of violence encountered in conflict and war, and is a measure of the rate of consumption of resources. Intensity can be high when combat operations occur often or are particularly violent. It is also likely to vary over the duration of a particular conflict; for example a conflict that is high in intensity at its outset can become low as resources are exhausted and casualties mount. Similarly, low intensity conflicts can become high intensity when the frequency and violence of combat engagements

A clear example of the link between tactical actions and operational level effect occured in July 1992 when 1 R22^{e}R Battle Group, serving with the United Nations Protection Force deployed from its base in Croatia to secure the airport at Sarajevo and protect the delivery of humanitarian aid to the besieged city. While the operation in and of itself was at the tactical level involving a battalion size force, the securing and restoration of the air bridge had operational and even strategic level impact because of its political significance and the intensive international media exposure that accompanied it. Certainly, had the Battle Group failed in its mission, the credibility of the UN would have been seriously eroded, and possibly so would have the international will to sustain the UNPROFOR mission beyond that time.

increase. During a long conflict there may be protracted periods of relatively low intensity operations interspersed with large, high intensity engagements. It is unhelpful, therefore, to attempt to classify conflict in terms of intensity alone, and it is a concept which has more relevance at the strategic level than at the operational and tactical levels. Although high intensity conflict is likely to demand the greatest range of capability, there is no simple correlation between the intensity of conflict and the nature or scale of forces required.

The ***Law of Armed Conflict***. At all levels of armed conflict there are internationally binding rules and regulations which govern the actions of military forces and individual combatants. These rules are, in large measure, a codification of the customs and moral proscriptions on war which have existed since medieval times, and have been updated to take into account modern weapons and military organizations. The most notable of these are the Hague Rules of 1907, the four Geneva conventions of 1949 with the protocols additional thereto, the 1980 Conventional Weapons Convention, and the 1993 Chemical Weapons Convention. Canada is a party to all. These rules form a unique body of international law which nations and individual soldiers must respect. The seriousness of these obligations was made evident at the Nuremberg and Tokyo war, crimes tribunals at the end of the Second World War, which saw the death penalty invoked for individuals in grave violation of them. More recently, the United Nations has established a court to try individuals accused of war crimes in former Yugoslavia and Rwanda. Additionally, pursuant to the *National Defence Act* (Section 130), the provisions of the *Criminal Code of Canada* and any other Act of Parliament apply to Canadian Forces personnel whenever they are deployed on operations outside of the country. As a consequence, it is a command imperative to ensure that Canadian soldiers are knowledgeable of the *Law of Armed Conflict*, trained in its application, and that their conduct on operations is of the highest professional standard, always reflecting credit on Canada and its army.

Summary. The security environment encompasses static and dynamic elements. Gradations of peace, conflict and war mark this environment and are inherent in relationships among states and, in some cases, within states. Conflict itself is both an environment and activity, having a specific structure and identifiable characteristics, although every conflict is unique in its own right. The function of the Canadian Forces during conflict and war will be to impose national will within an architecture of carefully crafted political policy, sound strategy and the moral and matériel support of the of the nation at large. Although political and legal mechanisms have been developed to reduce the causes of conflict and limit its violence, history teaches that a permanent and universal peace in international relationships is probably unattainable, certainly as long as nations and peoples are prepared to fight for what they want. For this reason it will remain important that Canadians have at their disposal professional, combat capable, multi-purpose armed forces that can operate across the spectrum of conflict and which can provide them a range of responses for dealing with the threats and challenges which might arise.



Chapter Five

OPERATIONS

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OPERATIONS

No plan of operations can look with any certainty beyond the first meeting with the major forces of the enemy. The commander is compelled ... to reach decisions on the basis of situations which he cannot be predicted.

– Field Marshal von Moltke

THE BASIS FOR OPERATIONAL SUCCESS

Introduction. In conflict and war, success results from the moral and physical domination of an opponent or enemy, which allows the imposition of will and execution of policy. The purpose of military operations is to assist in achieving this domination. The general aim in operations therefore will be to defeat or neutralize the armed forces and other capabilities of an opponent which sustain his will to fight or resist and which support his political aim.

Measuring Success. Success in operations is measured against pre-established criteria which set forth the conditions or outcomes to be achieved. These conditions or outcomes are called the *end state*. Success is further measured at the strategic, operational and tactical levels of conflict. Thus, at the strategic level, success might be the unconditional surrender of the enemy, seizure of territory, or the acceptance of a peace plan. At the operational and tactical levels, success is measured against not only desired outcomes in campaigns and battles, but also the extent to which it contributes to achieving the strategic level aim or end state. In all cases, operational and tactical level successes must support and be evaluated against their contribution to achieving strategic level success. As operations progress and the situation changes, it may become necessary to re-evaluate what constitutes success, and adjust objectives and strategy accordingly.

Primacy of Operations. Primacy of operations is the principle or concept which holds that the army's first purpose of defending the nation and fighting and winning in war must guide the army's doctrine, training, organizational design, acquisitions, personnel policies, and administration. Primacy of operations enables the army to accept new tasks readily and to carry out operations effectively, efficiently, and with minimum cost across the spectrum of conflict. Because this principle is fundamental to the army's role and elemental to success, it is the responsibility of leaders to maintain Primacy of operations at all times.

Factors Affecting Success. There are numerous factors which contribute to or hinder success in operations, particularly those deriving from the structure and characteristics of conflict and the moral and matériel quality of the forces engaged in it. The following factors, however, are also significant and will affect the army's ability to achieve success in operations.

- **Political/Military Balance.** During conflict and war, success will depend on the presence of sound, well-articulated political policy upon which to develop strategy and plan operations, including clear definition and delineation of the end state to be achieved by military action. There must be adequate balance between political and military goals, with the different elements of strategy being carefully synchronized and mutually supporting. This includes the political authority ensuring that force employment concepts are clear and that military resources and capabilities will be sufficient to achieve the political objectives being sought. On the military side, all planning must continually refer to and be validated against the political aim to ensure that operations actually serve their intended purpose. Of special importance is ensuring the timely development of mission-specific information to enable subordinate commanders and staffs to conduct effective operations planning and enable appropriate Rules of Engagement to be developed. In striving for appropriate political-military balance, care must be taken that civilian and military spheres of responsibility do not become mixed, and that separate and distinct lines of authority and communication are maintained.

- **The Operational Environment**. Success in operations is unlikely unless political leaders and military commanders understand the nature of the operational environment within which the Canadian Forces will be employed. The operational environment includes not only the military situation, but political, social, cultural and other factors, including those within Canada, which may influence the conduct of military activities and execution of tasks. Knowledge of the operational environment forestalls surprise while enabling soldiers and commanders to anticipate events and react advantageously. One of the most important of these factors is the media with its power to compress, interpret, and broadcast events. Commanders must be fully cognizant of the impact that media activities can have on their mission, particularly their influence at the strategic level. Indeed, the nature of modern media reporting is such that tactical level decisions and actions, even in a distant theatre of operations, can rapidly assume strategic level importance. This phenomenon puts the onus on all ranks to be constantly mindful of their superiors' intent, and to take care that their own actions in no way compromise or adversely affect this intent and the requirements for success.
- **Command Philosophy**. The army's approach to command and the nature of the relationship between commanders and subordinates reflects the Canadian way of war, and will be one of the most important factors contributing to success in operations. This command philosophy calls for a high standard of leadership, sound doctrine and training, effective decision-making processes, and a strong bond between leaders and followers. It requires that comman-

ders be talented, action-oriented, and possess the personal drive and determination to get things done. They must further strive to develop that essential synergy and agility in operations by ensuring strong cohesion in their force, and instilling in soldiers the personal will to victory. This command philosophy emphasizes unity of effort, responsibility to act, speed of action, and disciplined initiative. It requires timely decision-making, clearly articulated intent, understanding of superior commander's intent, and obligates subordinates to fulfil that intent. Although freedom of action and application of initiative are fostered, they are to be balanced with obedience, discipline and accountability. The principle of subsidiarity is to be applied. Subordinate commanders are to be given, to the greatest extent possible, the responsibility, information, and resources to act as the tactical situation demands, without further reference to higher authority. In effect, subordinates are empowered to perform and respond to situations as their commander would have, had the commander been there in person. To realize this command philosophy, leaders must know their subordinates intimately and trust them implicitly; subordinates in turn must not only be highly skilled in the military art, but fully aware of their responsibilities to their commander and committed to fulfilling them. It demands that a climate of complete trust and mutual understanding permeate the different levels of command, and govern relations between the different combat and supporting arms, between line and staff, and between headquarters and field units. This command philosophy constitutes a lubricant *par excellence* not only in operations but in the army's everyday activities. It is imparted through training, well-crafted standing orders and operating procedures, and the constant practice and promotion of professional mores. It is further sustained by the army's system of messing which encourages group cohesion and comradeship. Overall, this command philosophy is dependent on commanders who are first and foremost good leaders capable of bringing forth and applying the dedication, skills and capabilities possessed by each subordinate officer and soldier.

- **Doctrine.** Sound doctrine and its effective application are also essential to success. The army defines doctrine as: the formal expression of military knowledge and thought that the army accepts as being relevant at a given time, which covers the nature of conflict, the preparation of the army for conflicts and the method of engaging in them to achieve success. The purpose of doctrine is to impart knowledge and provide authoritative guidance for the organization of armed forces and the conduct of operations as part of the military art. History has shown that an army which lacks relevant doctrine, or fails to practise it, will fail operationally. The army's doctrine is drawn from many sources, however, its development and application reflect professional imperatives, historical experience, national culture and the character of the Canadian soldier. As such, it is integral to the Canadian way of war. The development and writing of doctrine is a continuous process. It must be constantly validated and checked to ensure relevancy, particularly with regard to incorporating and applying technology in the army, as well as reflecting national defence policy. As such, doctrine plays a vital role in determining the army's structure, equipment, training and other operational requirements.
- **Training and Professional Development.** The proper training of soldiers and the professional development of leaders are critical requirements for operational success. The design, conduct and supervision of training is an important command responsibility. Training and professional development do not stop during conflict, but must continue with even greater vigour and intensity, incorporating lessons learned from current operations. The conduct of training, like combat, should be de-centralized but oriented to common intent. Collective training must aim at developing disciplined all-arms teamwork at the highest possible tactical level. Individual training and education must not only impart technical skills, but be grounded on the require-

ments of army professionalism and the military ethos, as it is these elements which provide the decisive moral basis for success in war and operations other than war. While helping build cohesion and instilling in soldiers the will to win, sound training also generates a physical capability in the form of tough, fit, disciplined, troops who can endure the strains and rigours of combat. While training for war — the worst case — must always be the Canadian army's primary focus, it must also be capable of conducting operations other than war. Because of the great diversity of these operations and the unique challenges they contain, specialized training outside the scope of traditional military expertise will be required. Effort must be made to ensure that such training provides soldiers, individually and collectively, with the essential skills and mental attitude to achieve mission success.

- **Matériel.** While success in operations is greatly affected by moral factors, it would be foolish to deny the importance of matériel. This is especially true in light of the wide proliferation of modern weapons systems and lethal technologies, particularly in areas of the world where Canadian soldiers may be sent. Hence, the army will always require weapons and equipment that are capable of dealing with such threats, not only to achieve operational success, but to ensure that Canadian soldiers are properly protected and that casualties are kept to a minimum. At the same time, adequate logistical resources and administrative support will be necessary for launching and sustaining operations and helping bring them to favourable conclusion.
- **Force Expansion and Mobilization Planning.** Success in operations, especially during time of war or major crisis, will also depend on effective mobilization plans being in place to quickly generate the forces required, and to sustain them as long as necessary. Mobilization planning is further required to allow for ongoing military commitments to be maintained while new ones are undertaken, and to provide strategic flexibility to the Government. For the army,

force generation and mobilization will be based initially on the Reserve Force (Militia) in accordance with its historic role and purpose. Should the crisis be sufficiently grave or the nation seriously endangered, mobilization could include all of the nation's human and material resources. Every effort should be made to carry out mobilization within the context of the regimental system. This will facilitate the building of cohesion in new or expanding units, while imparting the requirements of professionalism and the military ethos in an enlarged force.

- **Chance and Opportunity**. Chance or luck is a universal characteristic in conflict and a continuous source of friction. It will always have an impact on success: sometimes helping to achieve it and at other times hindering it. When favourable, chance can be a source of opportunity, providing unexpected operational advantages. Commanders and all soldiers must be ever alert during operations to create, recognize, seize and exploit opportunities.

OPERATIONAL READINESS AND EFFECTIVENESS

In no other profession are the penalties for employing untrained personnel so appalling or so irrevocable as in the military.

– General Douglas MacArthur

Introduction. Operational readiness is the state of preparedness of a unit to perform the missions for which it is organized or designed. It is closely associated with operational effectiveness — that is the degree to which forces are capable of performing their assigned missions in relation to known enemy capabilities or specific mission requirements. The level of operational readiness and effectiveness of units will have great bearing on their ability to launch and successfully conduct operations. Ensuring operational readiness and effectiveness is a command responsibility. This responsibility entails setting training objectives and standards; establishing criteria for measuring unit proficiency and capabilities; ensuring that unit organizations, command and control arrangements, and weapons and equipment are appropriate for potential operations; and most importantly, ensuring that units are cohesive and well led, and have high a standard of discipline and morale.

Components of Operational Readiness and Effectiveness. Within these broad requirements, the army's operational readiness and effectiveness further derives from and is dependent upon the following:

- **The Human Element.** The army is first and foremost people — groupings of soldiers who are organized, trained and equipped to fight on the ground. It is a *total force* — that is, composed of Regulars and Reservists serving together to provide one integral, operational army in peace, conflict, and war. This approach is necessary, as the Regular Force will always be unable to conduct and sustain large scale, long term, or high intensity operations on its own. The effectiveness of the total force concept requires that Regular and Militia soldiers be well-led, properly trained and equipped, and adequately supported and administered. The first and most basic component of the army's operational readiness and effectiveness is a solid human foundation laid on the requirements of military professionalism.
- **Multi-Purpose Combat Capability.** The army must be capable of operating successfully across the spectrum of conflict and continuum of operations. This is accomplished through effective integration and application of the six combat functions: Command, Manoeuvre, Firepower, Protection, Information Operations, and Sustainment.[6]

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[6] These functions are described in detail in B-GL-300-001/FP-000 *The Conduct of Land Operations*.

Multi-purpose combat capability is what enables the army to seize and hold ground, to physically pre-empt, dislocate, and disrupt an opponent, and, ultimately, to destroy his cohesion and will to fight or resist. In moral terms, this capability requires competent leadership and sound doctrine which prepares soldiers for combat while instilling in them unbreakable cohesion and the will to win. In physical terms, it translates into having the weapons, equipment and technology needed for the conduct of war and operations other than war. Multi-purpose combat capability further requires that the army be of sufficient size to be able to provide well-trained, self-sustaining field forces for joint and combined operations in all types of land combat environments, including those where nuclear, chemical, and biological weapons may be used.

- **Dispersion and Decentralization**. The size of Canada and the diversity of its terrain, coupled with the types of tasks inherent in territorial defence and domestic operations, require that the army's presence across the country be dispersed and command de-centralized. This will allow it to respond quickly to domestic emergencies, including providing Assistance to Civil Authorities and Aid of the Civil Power. Such positioning further enables commanders and troops to become familiar with their potential area of domestic operations, including knowing the local authorities and other civilian organizations and agencies with whom they may work. Reserve units and sub-units play a valuable role in this regard, being established in more than 150 cities, towns, and communities across Canada, providing an important military "footprint" and capability base in these locations. The wide dispersion of Regular and Reserve formations and units, however, will require continuing effort to ensure that the army's institutional cohesiveness is maintained. This includes enforcing compliance with doctrine, conducting frequent field training concentrations and developing and demanding adherence to common standards and operating procedures across the army.

- **Versatility.** Operational readiness and effectiveness requires that the army's field forces be able to adapt quickly and with minimum disruption to changes in roles and tasks. This includes modifying organizations, equipment and operating procedures as may be necessary to meet the unique and often unpredictable requirements of operations other than war. Units must be prepared to operate across the spectrum of conflict, as well as conduct both combat and non-combat operations within a single mission. Also required is the ability to work jointly with air and naval forces, and in combined operations with the armed forces of allies and coalition partners.
- **Mobility and Force Projection.** Because of the army's geographic dispersion across the world's second largest country it must possess or have access to tactical, operational and strategic level mobility. This includes maintaining at high readiness, in conjunction with designated elements of the air force, a parachute and air-portable delivery means for troops and equipment. Mobility and force projection is essential in order for the army to be able to carry out rapid deployments abroad in support of Canadian foreign and defence policy, and within Canada to effect territorial defence, respond to a major air disaster in the far north and conduct operations and training.
- **Application of Technology.** Science and technology are combat multipliers in terms of countering and defeating threat weapon systems, and enhancing the safety and survivability of Canadian soldiers during war and operations other than war. Research and development efforts must continually seek to exploit and apply scientific and technological breakthroughs in order to enhance the army's operational effectiveness.
- **Self-Sufficiency.** The army's field forces must be capable of operating independently from the base infrastructure which supports them in garrison. Units must be designed and established with integral combat service support personnel and equipment suites which enable them to

undertake tasks with minimal reorganizing and augmentation. The army must be self-supporting to the extent required for participation in United Nations and coalition peace support operations.

- **Sustainment.** In addition to possessing an inherent resiliency — that is the ability to remain combat effective after suffering casualties — army field forces must be backed up by adequate logistic stocks, medical support, and a personnel replacement system capable of permitting rapid response to emergencies and enabling operations to be continued as long as may be required.
- **Military/Civilian Teamwork.** The army does not and cannot operate on its own. Its readiness and effectiveness will always be dependent on a skilled and dedicated supporting base of non-uniformed personnel within the Department of National Defence, or on contract to it, working as one defence team. Indeed, both World Wars were prosecuted as integrated, national efforts involving military and civilian endeavours which were mutually supporting and crucial to victory. As the army's operations and range of tasks in the post-Cold War era become more diverse, its versatility and capability will be more dependent than ever on close teamwork, co-operation and mutual understanding with supporting civilian personnel and organizations. This partnership and team effort further includes the families of soldiers who provide vital personal support essential to soldiers' morale.
- **Planning and Staff Processes.** Operational readiness and effectiveness will also be dependent on efficient, standardized planning and staff processes at the strategic, operational, and tactical levels. Battle procedure (the method commanders use to select, warn, organize and deploy troops for missions) must be the basis of these processes. In addition, all planning and decisions must derive from thorough mission analysis and properly conducted "estimates of the situation". All planning and staff activities must aid commanders in issuing clear, concise orders

which identify precisely the mission and tasks to be carried out, and the concept of operations envisaged to achieve success. Training in operational planning and staff processes, as well as the development of contingency plans and standing operating procedures, must be seen as a critical responsibility on the part of senior operational commanders and a key component of operational readiness and effectiveness.

CONDUCTING OPERATIONS

Tactics and administration are the material of operational art and the success of the development of an operation depends on both the successful solution of individual tactical problems by the forces and the provision of all the material they need to conduct an operation without interuption until the ultimate goal is achieved.

– Aleksandr A. Svechin, *Strategy*

The Principles of War. The doctrinal roots for the conduct of all army operations are the principles of war. These principles are a distillation of lessons learned by commanders over the past two thousand years and have proven instrumental to the achievement of military success. Virtually all armies have adopted such principles, applying them in a way which reflects and accommodates their own experiences and needs. These principles should not be regarded as immutable, but rather as a frame of reference for stimulating thought and enhancing flexibility of action. Indeed, each principle will vary in importance and applicability depending on the operational situation and level of conflict. They are also influenced by technological developments, and their particular value will be affected by the circumstances of the moment. The problem for a commander will be to choose which principles to emphasize in a particular situation.

In Canadian doctrine there are ten principles of war. It is the effective application of these principles which form the fundamentals of operations both in warfighting and operations other than war:

- **Selection and Maintenance of the Aim.** Every military operation must have a single, attainable, and clearly defined aim which remains the focus of the operation and towards which all efforts are directed. While the ultimate aim in conflict and war is to break the enemy's cohesion and will to fight, every operation at every level must also have a more limited aim which is clear, simple and direct. This aim is selected through careful study and analysis of the assigned mission and the outcome desired. Once the aim is selected, it must be maintained. Any distraction from it will lead to waste of effort and, ultimately, failure. Should the mission change or be modified, the aim itself will likely have to be adjusted. This first principle is the most important one, as success ultimately depends on the accuracy of and adherence to the aim.
- **Maintenance of Morale.** After leadership, morale is the most important element on the moral plane of conflict. It is essential to ensuring cohesion and the will to win. Morale is, however, sensitive to material conditions and should never be taken for granted. It is nurtured through good leadership, sound discipline, realistic training, confidence in equipment and sense of purpose.
- **Offensive Action.** To defeat an opponent and impose a will, demands offensive action. Such action is what achieves decisive results on operations. As a principle of war, it embodies a state of mind to seize, exploit and maintain the initiative. Moral advantage lies with the offence because it tends to confer the initiative, gives freedom of action and compels the enemy to be reactive rather than proactive.
- **Surprise.** Surprise entails striking the enemy at a time, place, or in a manner for which he is unprepared, creating confusion and paralysis in his chain of command and

destroying or damaging his ability to fight. Surprise is most achievable at the tactical level, as it is here that preparations to strike can be most effectively concealed. It is not essential that the enemy be taken completely unaware, but only that he becomes aware too late to react effectively. Factors which produce surprise are secrecy, speed, intelligence, deception, originality, and audacity. Every endeavour must be made to achieve surprise and to guard against being surprised. By the use of surprise, results out of all proportion to the effort expended can be obtained. In some operations, when other factors are unfavourable, surprise may be critical to success.

- **Security.** In broad terms, security protects the cohesion of a force and other elements of its combat power. During operations it serves to guard vulnerabilities and protect vital interests. It further provides a force freedom of action to achieve its objectives despite the enemy's interference, as well as preventing the enemy from getting an unexpected advantage. Security results from active and passive measures taken to protect against surprise, observation, detection, interference, espionage, sabotage and other actions aimed at affecting our intentions and capabilities. Security does not imply undue caution and avoidance of risk: bold action is essential in conflict and war.
- **Concentration of Force.** To achieve success in operations, it is necessary to concentrate force, both moral and physical, superior to that of the enemy at the correct time and place. Concentration does not necessarily imply a massing of forces, but rather having them so disposed as to be able to combine quickly to produce overwhelming advantage and deliver the decisive blow against the enemy when and where required.
- **Economy of Effort.** Economy of effort requires that minimum means and resources be expended or employed in areas other than where the main effort against the enemy is intended to take place. It requires the acceptance of prudent risks in these areas in order that an effective

concentration of combat power can be gathered at the decisive time and place. It does not imply using minimum force, as the enemy must always be struck with maximum force and violence. Rather, judicious expenditure of resources and balanced employment of forces are the keys to this principle.

- **Flexibility.** Commanders must exercise good judgement and be prepared to alter plans to take advantage of chance opportunities or to shift points of effort. Flexibility requires good training, discipline, communications, simple plans which can be modified, a reserve of forces to exploit opportunity and, above all, agility of mind and rapid decision-making by commanders at all levels. It calls for physical mobility of a high order so that time is not lost and that forces can be concentrated rapidly and economically at the desired time and place.
- **Co-operation.** Co-operation is a function of cohesion. It entails a unified aim, team spirit, interoperability of arms and services, division of responsibility, and coordination of effort to achieve maximum synergy and output from the whole of the forces involved. It is best achieved by vesting in a single commander the requisite authority to direct and coordinate all forces employed in pursuit of a common operational objective.
- **Administration.** No plan or operation can succeed without adequate administrative and logistic support. Scarce resources and other material must be controlled at the appropriate command level, and the administrative organization must be flexible enough to react to changes in the situation. The most economic and careful use of material will be required at all times.

Application of the Principles. None of these principles can be blindly adhered to or observed to the exclusion of others; none can ensure success on operations without reinforcement from one or more of the others. In effect, combinations of principles are to be used. For example, peace support operations will tend to emphasize security and flexibility. In warfighting, a deliberate attack will combine mostly the principles of surprise, offensive action and concentration of force. These principles can also be applied to the army's operational planning process, particularly during the estimate of the situation, in which different courses of action may be expressed in terms of these principles to facilitate their evaluation.

Rules of Engagement. Rules of engagement (ROE) are directives issued by competent military authority that define the circumstances, conditions, degree, manner and limitations within which forces may be applied to achieve military objectives. Rules of engagement take the form of prohibitions permissions and have assumed a particular importance in operations other than war. They are lawful orders and are not merely guidelines. They are instruments of escalation and de-escalation of force which when issued take into account both operational concerns and national strategic constraints. Rules of engagement are issued with the authority of the Chief of Defence Staff and no commander or member of the Canadian Forces may issue rules of engagement or orders that allow for permissions other than those authorized by the Chief of Defence Staff. It is important that adequate time be allocated for training in the rules of engagement by all levels of command and that such training be incorporated in the operational planning and preparation.[7]

Self Defence. It is necessary to understand the relationship between rules of engagement and the authority given to soldiers to defend themselves. Canadian Forces, units and personnel are always authorized to defend themselves or other members of the Canadian Forces against an attack or threat of imminent attack regardless of the rules of engagements in effect. However not all hostile acts are attacks and not all actions by a potential adversary will present a threat of imminent attack. Rules of engagement are therefore required in such cases. It is the responsibility of military leadership at all levels to ensure that soldiers understand this relationship.

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[7] The CF policy manual regarding rules of engagement is B-GG-005-004/AF-005, Vol. 1, *Use of Force in CF Operations.*

Aim In Operations. During conflict and war, the aim in operations will be to defeat the enemy as rapidly as possible in order to allow the imposition of will and the execution of policy. This can be achieved in different ways by commanders who, like skillful fencers, will seek to employ a combination of offensive and defensive actions. At every level of conflict, however, operations will always be directed towards seeking out, developing and exploiting opportunities for success. Success itself will derive from ensuring an efficient and balanced integration of the army's moral and physical components, directed against the enemy with resolution and vigour (See Figure 5).

Combat. Military operations during conflict and war will be prosecuted with the intention of engaging and defeating in combat an enemy's armed forces, which sustain his political will to fight or resist. Combat consists of two dynamics which can occur separately or together — *Fixing* and *Striking* Both occur on the moral and physical planes. For example, fixing on the moral plane occurs when the enemy's attention is focussed on a particular course of action, creating in him uncertainty and mental paralysis. The intent is to restrict his freedom of choice. Striking the enemy on the moral plane occurs when his morale, sense of purpose, or decision-making ability is attacked. The object is to seize the initiative by debilitating him mentally and causing confusion and moral breakdown within his force. This is the main function of psychological operations. On the physical plane we may fix an enemy by blocking an assault with demolitions and obstacles, and we may strike him by firepower and manoeuvre to reduce his combat power. The means for fixing and striking are inherent in the six combat functions of Command, Manoeuvre, Firepower, Protection, Sustainment, and Information Operations which are integrated and applied by a commander to produce combat power (See Figure 5).

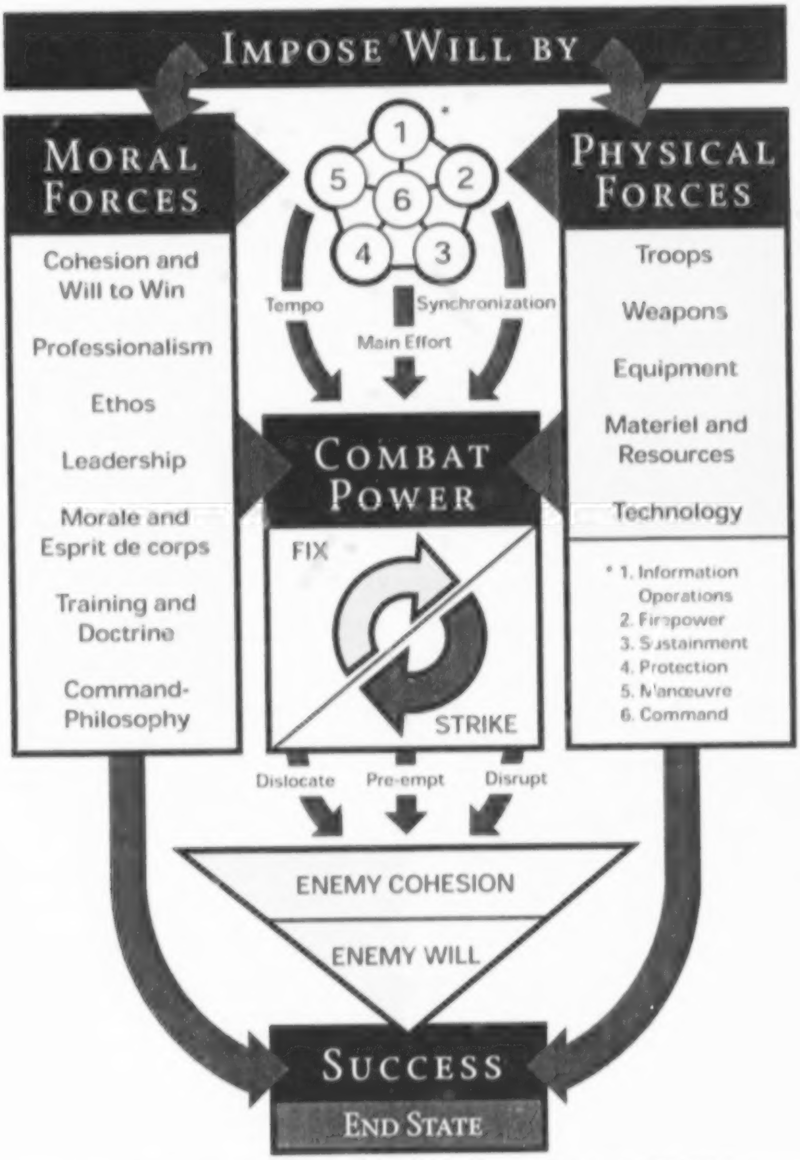
IMPOSE WILL BY
MORAL FORCES
Cohesion and Will to Win
Professionalism
Ethos
Leadership
Morale and Esprit de corps
Training and Doctrine
Command-Philosophy
1
2
3
4
5
6
*
Tempo
Synchronization
Main Effort
PHYSICAL FORCES
Troops
Weapons
Equipment
Materiel and Resources
Technology
* 1. Information Operations
2. Firepower
3. Sustainment
4. Protection
5. Manœuvre
6. Command
COMBAT POWER
FIX
STRIKE
Dislocate
Pre-empt
Disrupt
ENEMY COHESION
ENEMY WILL
SUCCESS
END STATE

Figure 5 — Aim in Operations

Attacking Cohesion. Success in combat is achieved when the cohesion of the enemy is broken, leading to the erosion of collective will within his force to fight (or resist), rendering him unable to attain his objectives. Attacking cohesion is most effectively done by offensive action, utilizing a balance of mass, time and space. Enemy weaknesses are to be sought out and strengths avoided. Our own combat forces are pitted against the enemy's only when it is essential to fix and neutralize his strength, or set up the conditions for a decisive strike against a critical vulnerability. There are three methods by which to attack cohesion: *pre-emption*, *dislocation* and *disruption*. Each may be applied on the physical and moral planes of conflict:

- **Pre-emption.** Pre-emption is the seizing of an opportunity to deny the enemy an advantageous course of action, neutralize his initiative and make his intended course of action irrelevant. Pre-emptive operations entail a measure of risk, their success depending on good intelligence, surprise and speed, rapid decision-making, and initiative in execution.
- **Dislocation.** To dislocate the enemy is to deny him the ability to bring his strength to bear. It encompasses avoiding enemy strengths, attacking where he is weak and upsetting his balance.
- **Disruption.** Disruption of the enemy entails selectively attacking and isolating his combat power and reducing his assets to less than the total of their constituent parts. The aim is to break down the enemy's cohesion by presenting him with sudden, unexpected and dangerous changes which he cannot adjust to or counter, causing panic and creating paralysis in his decision-making capability. It is a deliberate act that requires sound intelligence and striking with maximum violence and effectiveness. Key targets for disruption include command and control facilities, air defence

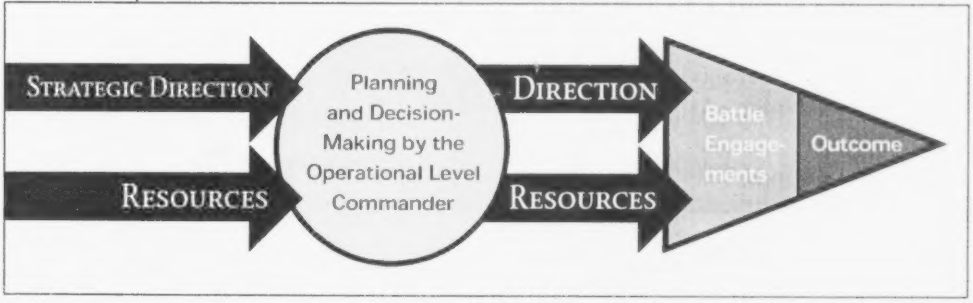

Figure 6 — Operational Art

systems, vital logistics installations and transportation nodes, and weapons of mass destruction.

Operational Art. Although operations are conducted at each of the three levels of conflict, it is the operational level which is held to be the key to meaningful and purposeful activity, and where success is most likely to be determined. While the techniques of operational art are not restricted to any particular level of command, it is at the operational level where they are best practiced and produce the greatest impact. The essence of operational art is shown in Figure 6. It is defined in Canadian doctrine as: the skill of employing military forces to attain strategic objectives in a theatre of war or theatre of operations through the design, organization and conduct of campaigns and major operations. In operational art, tactical level operations are conducted with the aim of creating success at the operational level, in turn setting the conditions for success at the strategic level. Generally speaking, operations at the operational level will always be joint and often combined.

The Commander and Operational Art. In operational art, the role of the commander is foremost. It is the commander's personal talent and skill in generalship that allows the fullness and complexity of a situation to be quickly grasped, intuitively understood and formed into an intent. This art calls for a commander to have the ability and *fingerspitzgefuhl*[8] to at once comprehend, evaluate, and synthesize all the elements of the operational environment, and extract from them a formula or operational concept for success. This includes the ability to translate strategic objectives into the design of a campaign and the visualization of an operational end state; to synchronize operational fires and manoeuvre; to coordinate and employ large numbers of forces in a joint and combined setting; and to effectively manage the tempo and rhythm of operations in a way which keeps an opponent continually disadvantaged. Equally important is the requirement to communicate clearly to subordinates — indeed to every soldier in an operation — the commander's intent, ensuring that it becomes their own guiding focus throughout the operation. A commander's skill in the operational art, however, cannot produce success on its own; a commander must also be provided the matériel on the scale required to launch operations and to sustain them once they have begun. In the final analysis, operational art is best realized in a commander who has outstanding professional ability, is an inspiring leader of soldiers and, given adequate resources, is able to mobilize and exploit the full moral and physical potential of his force in a manner that the enemy cannot match and which leads to success or victory.

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[8] Literally, fingertip feeling; in other words instant grasp and understanding of a situation based on knowledge, experience and intuition.

Summary. Military operations involving the threat or application of force are the principal method by which the army will carry out its mission during conflict and war. Operations will be designed to meet the requirements of strategy and to achieve the political goals or objectives being sought. As such, they will be planned and conducted at the strategic, operational and tactical levels. Success at each of these levels will be measured against its contribution to achieving the strategic level goal or end state. An enemy or opponent admits defeat when further pursuit of his own political objective is not worth the cost or when his centres of gravity[9] are threatened, controlled or occupied and he has no remaining options for restoring them. Success will be affected by a variety of factors, some of which are inherent in conflict and others which derive from the army's approach and methodology for conducting operations. The army's philosophy of command, reflecting the principle of subsidiarity and anchored on the requirements of good leadership and mutual trust, will be key to achieving operational success. Emphasizing unity of effort, responsibility to act, speed of action and disciplined initiative, this command philosophy harnesses the innate ability of Canadian soldiers to operate with minimum direction and to devise solutions to difficult problems. The concept of primacy of operations must govern training, equipment acquisition and personnel policies. At the same time, operational readiness and effectiveness will depend on a number of requirements being satisfied. Principal among these are recognition of the importance of the human element — the army's soldiers — and the maintenance of a multi-purpose combat capability which allows for the conduct of joint and combined operations across the spectrum of conflict. A sound appreciation of the principles of war, and their selective application, must govern the planning and execution of operations. In operations during conflict, rules of engagement will establish the levels of force available to commanders and troops. While each operation will have a specific limited aim, overall each operation must always support the broader aim of defeating an opponent by attacking his cohesion and eroding his will to fight or resist. Skill in the operational art requires commanders to master not only the complexities of planning and conducting large scale combat operations but, equally, to manifest a style of leadership and command which brings forth and exploits the full human and matériel potential of their force. Overall, it is the effective integration and application of the army's moral and physical components which will produce success on operations and lead to the achievement of the desired end state.

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[9] Centre of Gravity is that characteristic, capability or locality from which a force, nation or alliance derives its freedom of action, physical strength or will to fight.

Chapter Six:

THE ARMY AND THE FUTURE

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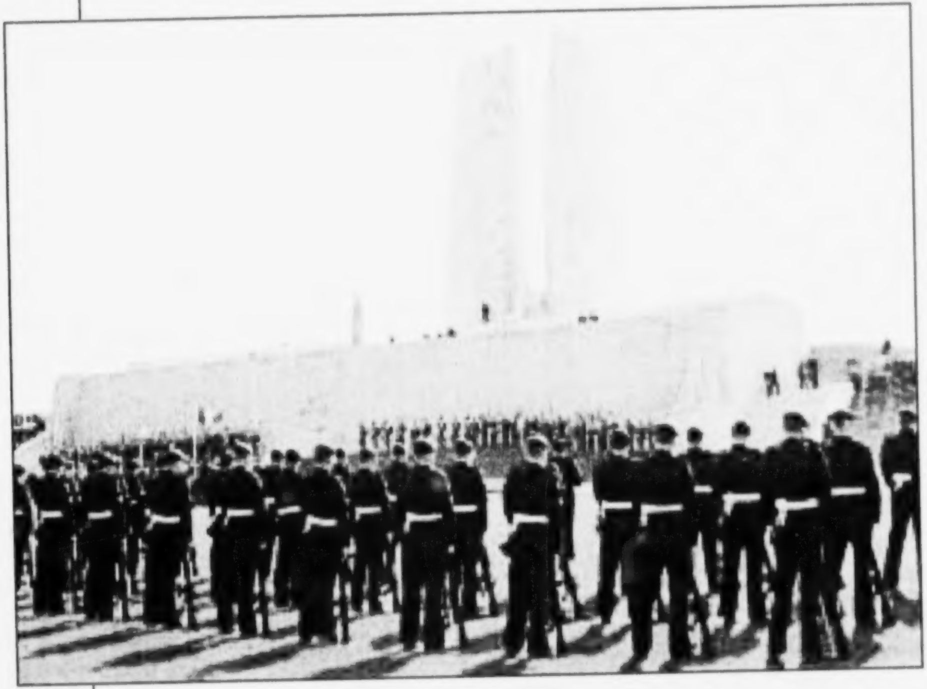
THE ARMY AND THE FUTURE — TRENDS AND REQUIREMENTS



CANADIANS AND THEIR ARMY

Overview. As Canadians enter the 21st Century, they may do so with a sense of accomplishment in having built a nation that is one of the freest and most prosperous in the world, and which offers its citizens virtually unlimited opportunities. They may also take satisfaction in their efforts to help establish a just and secure international political order through their involvement in NATO's peacebuilding efforts, and by their contributions to United Nations peacekeeping operations. That the Canadian army has played an instrumental role in these endeavours, as well as devotedly served Canadians at home — witnessed most recently during the Saguenay and Red River floods, and the Ice Storm '98 disaster — gives cause for both pride and reflection. As the future unfolds, no one should doubt that the army will remain a vital national asset, not only for meeting threats to Canadian security and responding to civil emergencies, but for effecting national policies best served by military means. The army's value to the nation will be affirmed by its remaining true to its traditions, demonstrating thorough professionalism in all that it does, and manifesting an ethos founded on *Duty, Integrity, Discipline* and *Honour*.

The Necessity of the Army. As Winston Churchill aptly put it, "Every country has an army; either its own or somebody else's." While there might be the rare exception to this maxim, the nature of the security environment, the lessons of history, and Canada's stature as a major economic power with global trading and other interests, will require it to continue to possess armed forces of credible size which are professional, multi-purpose, and combat capable. Although the possibility of global nuclear war has been significantly reduced, new conflicts and security concerns have arisen which threaten the general peace. As a consequence, military capability will remain a major currency in international affairs for the foreseeable future as well as the most effective means for deterring aggression and preserving peace wherever and whenever it is threatened. In this context, collective security and a multilateral approach to conflict resolution will remain the basis for pursuing all but the most narrow of Canada's security interests. Moreover, the continuing usefulness of the United Nations and NATO will depend on member states like Canada being prepared to commit themselves militarily to helping ensure conditions of peace. For these reasons, an effective, efficient and versatile Canadian army will remain an important instrument of national power into the 21st Century.

The Public and National Defence. Matters pertaining to Canada's defence and armed forces should never be seen as the special purview of defence experts or those in uniform but, more properly, Canadians at large and their political leaders. The future moral and material quality of the Canadian Forces will be, in large measure, directly proportional to the knowledge and interest Canadians have in defence-related matters. At the same time, the uncertainties and instability of the future security environment will require Canadians to remain informed with regard to foreign and defence issues. This will enable them to make meaningful contributions to the formulation of national defence policies, including the size, kind and quality of the armed forces they wish to have. Public and private forums to advise and assist policy makers and to bring vital defence and security requirements to national attention therefore have a valuable role to play. A well-informed media of high standard and integrity is also critical in ensuring that Canadians stay informed and aware of defence issues.

The Civil/ Military Relationship. The place of the Canadian Forces in Canada will always be one of loyalty, subordination and obedience to the civil authority. While the advice and opinions of senior military commanders will play a key part in the formulation of defence policy, at the end of the day their job will be to execute policy. If commanders find themselves unable to carry out a policy because of grave moral or professional concerns, they will be entitled to request release from their obligations and to make their reasons known for doing so. Should events transpire whereby Canada is threatened or attacked by a foreign power, or peace, order and good government are challenged from within, members of the army will be expected to fulfil their duty to Canada in accordance with their sworn responsibilities and the professional values and expectations incumbent upon them. Ultimately, military outcomes are a shared responsibility between the Canadian Forces and the nations political leaders, upon whose shoulders rest all aspects of Canada's security and well-being.

The Army and National Purpose. The army's continuing relevance and importance to Canadians may also be understood from a much more basic perspective — that of affirming national will and sense of purpose. In essence, the army is a visible expression of national ideals and virtues in a time of rapid change, shifting values and general uncertainty. Through its mission and tasks, the army reflects the desire of Canadians to build and maintain a distinct polity on their portion of the North American continent, as well as to be responsible citizens of the world. As an institution fully representing Canada's bilingual character, and whose members come from every province and territory, the army exemplifies Canadian pride, identity and common purpose. In this respect, it is a unifying institutional role model for the nation at large. Its record of service in peace and the tremendous sacrifices Canadians have made through their army in two World Wars, further sustains the vision that Canada is a great country — one worth preserving, fighting and dying for. As Canadians confront the challenges of the next century, their army will continue to stand for enduring national purpose, representing the vision and values which define us as a people, and which will help guide our course ahead.

FUTURE CONFLICT

Introduction. While the future cannot be predicted with certainty, it will probably be characterized by a host of remarkable and even revolutionary developments in technological, social and other fields. Major scientific advances in computer technology, robotics, artificial intelligence, and bio-engineering, coupled with dramatic changes in social values, and even in humanity's own sense of self and purpose, seem to be shaping the brave new world foretold by futurists. Despite these developments, however, there is little evidence that the fundamental nature of man has changed or will change. People will continue to love as well as hate, cooperate as well as compete, and the societies and states they shape will reflect these dynamics. Certainly, a propensity to aggression

and conflict will remain a fact of life and characterize human relationships both at the personal and collective level. As long as this is so, it will bring with it the necessity that societies be able to defend themselves and manage conflict, including containing and limiting the violence within it. Until other mechanisms emerge, professional armed forces in the service of states will remain the most effective means for managing conflict.

The Future Security Environment. The security environment of the 21st Century will be marked by a number of conditions conducive to conflict and with the potential to affect Canadians. As mentioned in Chapter 3, some of these conditions will derive from economic and ecological pressures, such as the shortage of potable water and depletion of natural resources. Another concern is the continuing proliferation of high technology weapons — including nuclear, chemical and biological — which have magnified the destructive potential of conflicts, and provided the international community with greater incentive to deter, pre-empt and contain hostilities. Future conflict is also likely to erupt with little warning and in unforeseen areas. If these conflicts are to be contained or limited they will require immediate response from a combination of individual countries or international organizations. Conflict itself will be characterized by operations involving not just the armed forces and other security elements of states, but on an increasing basis, transnational and even intra-national armed groups and para-military forces outside the control of governments. This phenomenon represents the emergence of new non-state centres of power, and will further complicate the future security environment. World-wide criminal syndicates, international drug cartels, and violent political and religious fringe groups even now threaten the common good of societies in many parts of the world. Additionally, new types of regimes may arise out of the detritus of collapsed states which could exist mostly for criminal gain. In short, the means to wage conflict and apply violence on a large scale will no longer be the exclusive preserve of nation states, thus representing a major shift in the global security order.

The Revolution in Military Affairs. Rapid advances in technology based on the silicon chip and ever more powerful computers will dramatically affect the way future operations are conducted. These and other developments are currently driving what has been termed the revolution in military affairs. This revolution is characterized by an unprecedented capability to collect, process, manage and disseminate vast amounts of data and information in real or near-real time, leading to comprehensive and continued awareness of events and situations. It is also marked by the development and fielding of new and more lethal weapons which will make the battlefield an even more dangerous place. Digitization[10], directed energy weapons, volumetric explosives, smart and brilliant munitions, and the general ability to use deadly violence with greater speed, range, and accuracy will generate changes not only in tactics and procedures — as the Gulf War demonstrated — but affect policies at the strategic and operational levels. These advances will also influence how the armies of the future will be organized, led, trained and equipped.

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[10] Digitization is defined as the near-real time transfer of battlefield information between diverse fighting elements to permit shared awareness of the battlefield situation.

Waging Future Conflict. Not withstanding technological advances, the intrinsic nature of conflict is unlikely to change; it will remain a contest of wills involving death, destruction, terror, bloodshed and human suffering. It will also continue to present soldiers with moral and physical challenges that will be at least as great as in the past, and which will severely test them. The aim in conflict will continue to be that of shattering, as quickly as possible, an opponents cohesion and overcoming his will to fight or resist. This fundamental objective will require superior battlefield knowledge and overall dominance in the areas of intelligence, surveillance, reconnaissance, communications, manoeuvre and the delivery of precision fires. To this end, intelligence and information gathering will be a major activity, requiring dedicated resources and sustained effort. Determining conditions for success will also be more difficult, the criteria for success differing in each situation and with each use of force. The speed with which operations can be mounted and executed will also have direct bearing on success — the faster the better in order to achieve surprise, maintain initiative and pre-empt counter-moves. Civil-Military Co-operation (CIMIC) will also feature prominently, especially in operations other than war, with dedicated staffs being required to oversee relations as well as interact with local populations in an area of conflict. In addition to CIMIC, psychological operations will also feature predominently in an effort to influence the beliefs, attitudes and actions of combatants and non-combatants.

Conducting Operations. The estimated length of time it will take to achieve a desired strategic end state will influence whether military operations will be launched in the first place, governments being generally unwilling to risk long term or costly commitments for which they fear they will have difficulty maintaining public support. Operations themselves will be marked by greater blending and overlap of the strategic, operational and tactical levels.

Emphasis will be on shared situational awareness among all friendly forces and across the different command levels. Activities will be on a 24-hour basis and conducted at a tempo designed to overwhelm an opponents decision-action cycle. Flexibility as a principle of war will be accorded much greater importance than in the past. The concepts of direct and indirect fire will also be redefined, as improvements in propulsion, sensors, and guidance will make it possible for firing platforms to engage targets through the full depth and breadth of the battlefield, as well as expand it by orders of magnitude. Rules of engagement will be increasingly precise. Among the public, there may also be unreasonable expectations regarding casualties, both friendly and unfriendly. All of these factors will place additional pressures on commanders and soldiers alike. In this kind of operational environment, only the highest quality soldiers, leaders and staff organizations will succeed.

Requirement for Capability-Based Forces. Because of the difficulties in predicting exactly when and where future conflict will occur and the level of violence that will accompany it, armed forces will have to be capability-based. That is, they will have to be trained, structured and equipped to operate across the spectrum of conflict and continuum of operations. This includes possessing the means to counter threats from states which possess large, modern, well-equipped forces, as well as being able to deal with entities that are not necessarily states, organizations that are not necessarily armies, and combatants who are not necessarily soldiers in the conventional sense of the word. Speed of response will be of the essence. Because of instantaneous information flows and the speed with which events will transpire, there will be decreased preparation time between the observation of and response to a crisis. In the worst case, forces may have to deploy to an area of conflict before the full measure of a crisis or threat is known, and possibly even before strategic level policies and objectives are fully determined. Hence, there will be a requirement for rapid reaction forces, necessitating high levels of operational readiness, deployability, and self-sustainability. Armed forces will not only have to be extremely versatile and responsive, but will be expected to achieve their missions speedily, decisively, and with minimum cost in casualties and resources. Force structures and mobilization plans will have to be based on these requirements.

Of particular importance to the Canadian Forces will be the capability to conduct independent and self-contained operations. Without this capability, Canadian units participating in multi-lateral operations risk being broken up haphazardly among the other forces involved, violating the principle first established in the South African (Boer) War that Canadian troops should always operate within an identifiable national force structure. This underlines the importance of Canada being able to quickly field and sustain multi-purpose combat capable forces which are of sufficient size to respond to crises, achieve policy objectives and provide the Government flexibility of action. Provision of adequate resources and continued co-operation with NATO partners and other nations in the form of joint and combined exercises will help meet these imperatives.

Characteristics of Future Operations. The following are the principal developments and factors which will characterize future operations during the preparation for and undertaking of conflict:

- **Information Dominance.** Success in operations will require achieving and maintaining information dominance over an enemy or adversary in all phases of a conflict. Such dominance will be achieved through specific activities employing a variety of technologies and techniques to provide friendly forces a decisive information advantage, while denying the same to the enemy. These activities will constitute a broad-based system of systems and function continuously throughout an operation. Indeed, they will be of such magnitude as to be considered specific operations in their own right. Hence, *information operations* will serve to speed up a commanders decision-action cycle, helping sustain activities at a tempo that the enemy cannot match. They will include direct interaction with the global information environment and exploiting and attacking an opponents own information and decision-making systems. Command and Control Warfare (C^2W) will be a core activity. This will entail assigning priority of effort to attacking and destroying an adversary's command, control, communications and intelligence systems, in order to blind, daze, and confuse him, leading to disintegration of his force, inability to fight and, ultimately, loss of cohesion and collapse of will. Information operations will also serve to keep the media and public informed of events. Associated public information activities will be based on a policy of transparency, candour and openness. While the tools of information operations will call up new approaches and engender new capabilities, they will also be vulnerable to new threats such as computer viruses and unauthorized entry into information networks. Indeed, western armed forces could find themselves particularly at risk in this regard, given their reliance on computers for practically every task.

- **Joint and Combined Operations.** The army will operate within a *joint* structure at home (with other elements of the Canadian Forces), while operations outside Canada will most likely be *combined* (with the armed forces of other countries and as part of a multi-national coalition). Joint and combined operations will revolve around the efficient integration of all elements of combat power including naval and air forces to achieve operational objectives leading to the desired strategic end state. The integration of effort and forces will be dependent upon extensive communication networks and information management systems. Interoperability of systems will be a critical requirement, enabling commanders to exert command and control over large and diverse forces spread over wide areas. At the same time, standardization of doctrine and operating procedures, along with frequent exercises in a joint and combined setting, will be necessary to refine operational capabilities. For operations other than war, there will be close and possibly even integrated activities with non-governmental organizations such as the Red Cross and other humanitarian aid agencies operating in the same area of conflict. Consequently, close liaison, mutual understanding and clear separation of responsibilities among all parties active in an operational theatre will be even more essential in future operations.

- **Command Structures and Organizations.** The fielding of new technologies will, in large measure, determine how forces are commanded, controlled and organized for operations. The lessons of history are most pertinent here, as it is the most appropriate application of technology, and not technology per se, which generates combat advantages. Digital technologies enabling the rapid transfer and sharing of information will allow senior commanders to exert immediate and direct control over widely scattered forces, with potential for reducing and even eliminating various levels of subordinate headquarters. The flexibility and portability of these technologies will also enable ad hoc command arrangements to be created on short notice, leading to custom-designed command and control structures to deal with particular situations. This includes the potential for civilian officials and other departments of the Government to exert direct control over Canadian Forces deployed on operations. Similarly, real time and near-real time information flows enable commanders to directly monitor and control sub-unit activities over great distances and in minute detail. This will require careful study as to the kinds of command structures and leadership styles best suited to exploit this technology. At the same time, the types of operations in which the Canadian army could be engaged in will place a premium on versatility, flexibility and adaptability. While a multi-purpose combat capability will remain the most effective means for meeting these challenges, it will not preclude the army from possessing highly specialized units and sub-units for combating terrorism, protecting vital targets, and striking at the strategic resources and capabilities of an opponent.

- **Weapons and Tactics.** The ability to see the battlefield in detail and to know the enemy, combined with the speed to exploit these advantages, will fundamentally change the existing dynamics of fire and manoeuvre. What can be seen will be hit and what can be hit will be destroyed. This combination of lethality and accuracy will be achieved at over-the-horizon distances, necessitating new tactics for battlefield survival and requiring wide dispersion of forces. At the same time, technology will enable relatively few forces to observe, control and dominate large areas of terrain and air space. Reconnaissance, surveillance and target acquisition systems will provide precise, real time data on enemy dispositions and intentions, enabling friendly forces to quickly and accurately concentrate fires and deny the enemy the initiative. A commander who has this dual advantage of speed and killing power will dominate the battlefield. Information systems will give land forces both the mental agility and matching physical speed to restore the essential balance between firepower and manoeuvre which, since the early 1970s, has favoured firepower and defensive operations generally. Paradoxically, non-lethal weapons may assume increasing importance, especially in operations other than war.
- **Administration.** The Canadian army's traditional methods of administering itself both in garrison and on operations will undergo dramatic change. This will include increasing automation of routine administrative functions and, for equipment, a trend towards complete item replacement rather than the repair of component modules. This will result in a reduced need for preventive maintenance while bringing organizational and operational changes to the combat support arms. In the same vein, support functions that have traditionally been carried out by armed forces themselves, will increasingly be performed by, or integrated with, civilian organizations and agencies. In effect, civilian agencies will perform those support activities that they can perform better or in a more economical way. Thus,

infrastructure management and administrative support including rationing and quartering will tend to be contracted out, the intent being to free up the army to concentrate on its primary task of training for war and conducting operations. This approach may see private service providers working directly in an area of operations to deliver support. These developments will be a radical departure from the way things have been done in the past and will bear careful monitoring, especially as civilians are not expected to assume the same risks and duties as soldiers. Care will also have to be taken that alternative service delivery does not reduce the army's versatility and its ability to be self-supporting for operations.

MARKING THE COURSE AHEAD

Managing Change. Change is one of the main characteristics of the post-Cold War era. Not only has the international political order been radically altered with the demise of the Soviet Union and global communism, but rapid and dramatic change is taking place in a host of other fields and affecting virtually all aspects of human affairs. These developments include the whole new domain of information technologies; manufacturing processes which are not only increasingly automated but centred on "made-to-order" and "just in time" concepts; business and financial practices in

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The Army is not like a limited liability company to be reconstructed, remodelled, liquidated, and refloated from week to week as the money market fluctuates. It is not an inanimate thing, like a house, to be pulled down or enlarged at the caprice of the tenant or owner, it is a living thing. If it is bullied, it sulks; if it is unhappy, it pines; if it is harried it gets feverish; if it is sufficiently disturbed, it will wither, dwindle and almost die; it is only to be revived by lots of time and lots of money.

– Winston Churchill, 1905

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which the exchange and even generation of capital comprises but a series of electronic data transactions; and equally important, changes in the social arena where the nature of work, inter-personal relationships, societal values, codes of conduct, and even the roles of men and women are constantly being re-defined. Correspondingly, the ability to manage change has become a major requirement in its own right as corporations, departments of the Government, institutions and individuals all attempt to understand and deal with change.

Armies, by their nature, are traditional in outlook and relatively slow to change. In some respects this is positive in that it ensures a degree of stability in an otherwise tumultuous world. As well, a cautious approach to change allows specific changes to be assessed in terms of their effects and outcomes, especially those with potential to harm operational imperatives. As an operative principle, however, the army must always be open to change in order to remain connected to its parent society. It must also view change as a process which can bring forth new opportunities and advantages. For this reason, Canada's army is committed to developing an institutional culture that is not only forward looking and responsive to change, but will enable it to be a leader of change.

Fundamental Tenets. Within this philosophical understanding of change, the intrinsic well-being of the army and its future utility and value to Canadians will be dependent on two fundamental tenets being upheld. The first is that the army exists for the ultimate purpose of defending the nation and managing lethal force on the nations behalf; the second is that the army must remain grounded in professionalism and the military ethos. These tenets ensure the army reflects and promotes fundamental Canadian values such as respect for life, being responsible for ones actions, and respecting the basic rights and dignity of all individuals. Upholding these two tenets calls for the following:

- **Maintaining Primacy of Operations**. The performance of military functions should never be equated with the manufacture of a product, nor should it ever become a purely commercial or bureaucratic enterprise. Rather, military policies and procedures must reflect the requirement for primacy of operations. While business-oriented theories and practices have some use in the broad arena of national defence resource management and equipment procurement, they must always be applied within the context of the military ethos and the requirements for operational readiness and effectiveness. Similarly, although the army's flexibility and multi-purpose capability will enable it to carry out many non-military roles and tasks, care must be taken that these do not become institutionalized or the focus of the army's existence. Rather, as a matter of principle, non-military tasks should be assigned whenever possible to other government agencies, or to civilian organizations and enterprises. In essence, primacy of operations requires that soldiers do not become something which lies outside their first purpose and *raison d'être*. Respecting this principle further calls for appropriate equipments, technologies, resources, and personnel policies which will enable the army to effectively train and to conduct and sustain operations.

- **Supporting Military Professional Values.** As long as violence remains a means for resolving societal conflict, and as long as the Canadian Forces may be called upon to execute political policy through application of force, popular support for military professionalism must be maintained. Such support affirms the concept that the violence intrinsic to armed conflict should never be permitted to reach absolute proportions nor become an all consuming end in itself. Rather, it must be managed in a disciplined, ethical manner and subject to constraints. An army that is expert in managing conflict, which knows the lawful means and circumstances for applying lethal force, and whose soldiers fully respect the written and unwritten proscriptions, customs and mores governing military operations, fulfils this function. Hence, a professional, disciplined, well-trained Canadian army is not only in the national interest, but an essential expression of Canadian values. Ensuring military professionalism is, ultimately, a national responsibility effected through the political and senior military leadership.

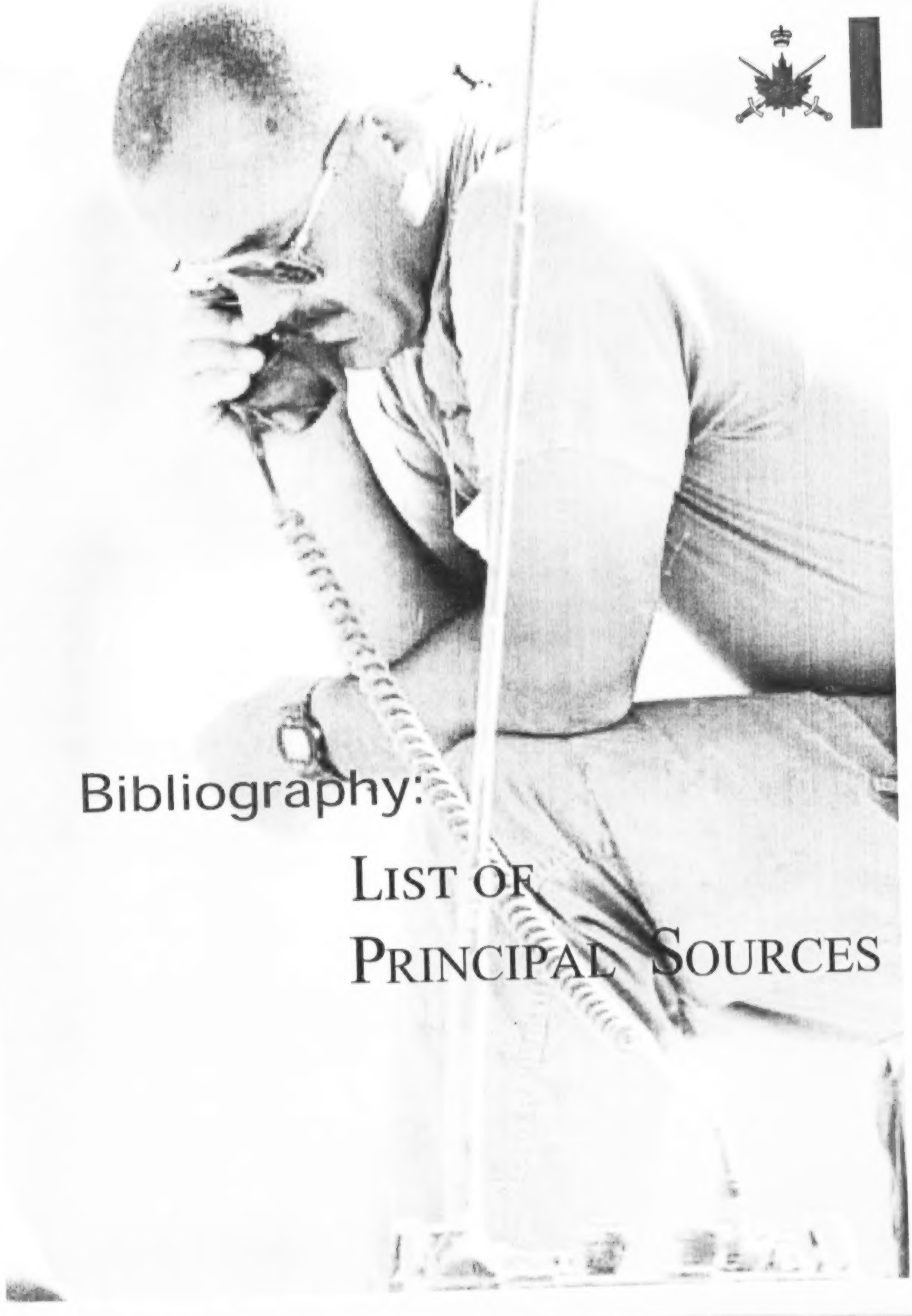
- **Developing Good Leaders.** Ensuring that the army has good leaders at all rank levels will be more critical than ever in order for it to maintain effectiveness, while meeting the challenges and complexities of future conflict. Commanders will need to be robust, possess a high degree of initiative, and be capable of functioning in a non-stop, multi-dimensional operational environment. The kinds of operations the army will be involved in will demand that officers be highly educated, mentally agile, and have a good understanding of geo-strategic issues. Hence, post-graduate education and opportunity to pursue wide ranging opportunities for professional enhancement should be a basic characteristic of officer development. This includes regular participation in civilian seminars and forums, and continuous interaction with academics, the public service, business, and the media. Similarly, warrant and non-commissioned officers must be given opportunities to reach their full personal and professional potential. As moral qualities will remain the most important determinant of success or failure in operations, all leaders will be expected to manifest such qualities not only in themselves but to develop them in the soldiers under their command. Good leadership will continue to be characterized by being responsible and accountable for ones actions, putting mission before self at all times, and ensuring the well-being of subordinates, who themselves will be well-educated, highly questioning, and expecting a more consultative form of leadership.
- **Recruiting and Training.** The most important asset of Canada's army will continue to be its soldiers — Regular and Reserve — who must be comparable to the best in the world. Competitive hiring packages and terms of service will be required to attract and retain the superior quality people required. A high level of professionalism and competence on the part of individuals and units will provide the army essential leverage in fulfilling its mission

and enable it to punch above its weight in operations. Training must be based on the requirement that Canadian soldiers be capable of manifesting extraordinary dedication, competence, courage, and sacrifice under the most adverse conditions. With this in mind, the aim in training will be to develop the moral and physical potential of individual men and women, forging them into a professional, cohesive, disciplined force. There will be no place for those who fail to meet the high standards expected, or who are in any way deficient in those moral and physical qualities upon which operational success and military honour depends; there will only be room for the best.

- **Defence Management Policies.** Defence management policies will have to be efficient, cost effective and far-seeing. Policy makers must especially take care to ensure that taxpayer's dollars are well spent. Policies must support not only the army's professional imperatives, but its specific operational function of fighting and winning on land. The importance of military families must be recognized and policies developed which strengthen and support them as part of the overall defence team. Defence managers must provide an atmosphere which supports initiative and renewal. They must also be open to lateral and strategic thinking while encouraging of both military and civilian members to participate in the formulation of policies which will affect them. Hence, defence management must allow for intellectual debate, critical self-examination within the Canadian Forces, and frank exchange of views. Such exchanges, when informed by honesty and professionalism, are vital to the health of the military profession and the Department of National Defence.
- **Affirming the Army's Place in Canadian Society.** It will remain essential that service in the army be viewed as an altruistic and desirable calling, not just a job. The fundamental purpose is to serve in defence of the nation. Efforts in various forums will therefore be required to educate and inform Canadians about their armed forces and the

range of military and strategic issues which affect them. Greater integration and involvement of army members with Canadian civilian society will also be necessary in order to provide for better awareness and mutual understanding between soldiers and civilians. While base family support services and provision of military housing (Private and Married Quarters) will remain important for purposes of cohesion and the care of soldiers' families, they must not lead to unnecessary isolation or segregation of military and non-military personnel. Ideally, every soldier should aspire as well as be able to become a home-owner, and military families should be able to avail themselves of the economic, social and cultural opportunities in civilian society. Notwithstanding the requirement for affirming the integral place of soldiers in Canadian society, the unlimited liability under which soldiers serve will continue to distinguish them from other Canadians. Notwithstanding important differences related to the responsibilities and obligations they assume, Canadian soldiers must be seen by their fellow citizens and, equally, they must see themselves as being an integral and equal part of Canadian society.

Conclusion. As long as Canadians wish to remain free and to preserve the ideals which distinguish them as a nation, their army will remain essential. In a military context, the army reflects the best qualities of Canadian society. The qualities of Duty, Integrity, Discipline and Honour will remain the core of its ethos and essential to its capabilities in peace, conflict and war. This ethos will remain strong as long as the army's unique moral and materiel requirements are recognized, understood and supported by Canadians, and as long as it is seen that the army affirms and reflects those good and basic qualities which define Canadian society. It has been the purpose of this manual to facilitate this enhancing knowledge of the army's purpose, providing understanding of its ways, and rendering appreciation of its values for the education and benefit of soldiers and civilians alike.



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